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ABSTRACT

This national literacy conference focused on the issues of developing community collaborations at the state and local levels, motivating constituent libraries to be more involved in literacy, technology-assisted learning, family literacy, workforce literacy, rural literacy, and issues involved in the administration of the Library Services and Construction Act (LSCA) Title VI. Included in this report are 12 presentations from the forum: (1) "The Role of Federal Legislation in Support of Literacy" (Donald M. Payne); (2) "Investing in the Future: Literacy and Libraries" (Gary Strong, first keynote speaker); (3) "Motivating Libraries To Be Involved in Literacy" (Debra Wilcox Johnson); (4) "Developing Community Collaborations" (Judy Rake); (5) "Luncheon Address" (Joan Seamon); (6) "Family Literacy: 'What Was, What Is and What Could Be'" (Carole Talan, Carol Sheffer, and Debra Wilcox Johnson); (7) "Technology-Assisted Literacy" (June Eiselstein and Sara Callaway); (8) "Library Efforts To Support Workforce Literacy" (Paul Kiley and Rod McDonald); (9) "Rural Literacy" (panel discussion--Sibyl Moses, Vikki Jo Stewart, and Betty Ann Funk); (10) "The National Literacy Act and Its Effect on Libraries" (Paul Simon, second keynote speaker); (11) "LSCA Title VI" (discussion session with federal program officers Carol Cameron and Barbara Humes); and (12) "Libraries, Literacy, and the Future" (Marilyn Gell Mason). Concluding the report are seven resolutions developed by the forum participants; a list of the names, addresses, and phone numbers of the forum participants; and a 31-item bibliography. (MAB)

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strengthening the literacy network

Proceedings of

A National Forum For
State Libraries
May 20-22, 1990
Alexandria, VA



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Proceedings of

**Strengthening The Literacy Network
A National Forum for State Libraries
Held in Alexandria , Virginia May 20-22, 1990**

Compiled and Edited by
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Funded through an LSCA Title VI grant to the
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Introduction

On May 20-22, 1990 the first State Library Literacy Forum took place in Alexandria, Virginia. The conference was funded by a joint LSCA Title VI grant administered by the Office of Educational Research and Improvement, U.S. Department of Education to three state library agencies: The Massachusetts Board of Library Commissioners, The Rhode Island Department of State Library Services and the Library of Michigan.

The planning, development and execution of this project represented an unprecedented collaboration among three state library agencies and was guided by an advisory group from seven other states.

The conference brought together more than one hundred people representing forty-eight states and territories. The principal participants were state library literacy consultants with the primary responsibility for the development of library-based literacy in their states. However, the group also included adult education providers, state librarians, professionals from the public and academic library community, staff members of the U.S. Department of Education and two United States Congressmen.

In the fall of 1989, state library literacy consultants participated in a survey and requested that the conference focus on the following issues:

- * developing community collaborations at the state and local levels
- * motivating constituent libraries to be more involved in literacy
- * technology-assisted learning
- * family literacy
- * workforce literacy
- * rural literacy
- * issues around administration of LSCA Title VI

The State Library Literacy Forum provided an opportunity to build a network of contacts, to discuss current models of library-based literacy and to deal with critical issues in preparation for the White House Conference on Libraries and Information Services. It afforded a valuable discussion with key legislators, including Senator Paul Simon, a longtime advocate of both literacy and libraries, and Donald Payne, a junior congressman from New Jersey who works with LSCA legislation.

A series of valuable working sessions took place over the course of three days. The proceedings on the following pages were transcribed from audiotapes and notes on these sessions. Much of the information contained in this document is neither discussed at national library conferences nor published in library literature. However, these proceedings have tremendous value because they represent both thoughtful discussion and the collective experience of those working in library-based literacy.

The State Library Literacy Forum provided a critical first step in raising consciousness about the issues and concerns which have both plagued and puzzled those with the specific responsibility for literacy. It provided an opportunity for those who worked for years in isolation to touch base with others working for a common cause. Participants reached consensus on a series of recommendations to be made for the Second White House Conference. There was a division of opinion on one resolution, however, which suggested redirection of LSCA Title VI to state library agencies. Nevertheless, the majority of participants voted to support this resolution.

Strengthening a national network for library literacy requires state library agencies to build an infrastructure at the state level which will promote a role for the library as an accepted partner in the educational community.

With increased funding for literacy under LSCA, library programs must continue to demonstrate coalition building and collaboration with other community providers. The federal government has recognized the library's traditional role in promoting literacy within the family. Libraries must respond by putting into practice those models which are proven through research and evaluation to be most effective.

The goal of universal literacy will continue to elude us unless we integrate our diverse agendas into a collective strategy. The library community must renew its commitment to a more aggressive role which will open up the world of books and information to a continually evolving group of library users. In doing so, we promote our historical mission to provide lifelong learning opportunities to every member of the community.

Acknowledgements:

A list which acknowledges support for the planning, development and execution of this event is only slightly shorter than the proceedings. However, heartfelt thanks must go to the following: Sharon Granger and Rod MacDonald of the Library of Michigan; Howard Boksenbaum, Dot Frechette, Sheila Carlson and Bruce Daniels of the Rhode Island Department of State Services. To the planning team (both official and unofficial) which included: Judy Rake, Illinois Literacy Office; Frances de Usabel, Wisconsin; Carol Sheffer, New York; Debra Wilcox Johnson, University of Wisconsin; Paul Kiley, Carole Talan, Gary Strong, Al Bennett of the California State Library, and its inspirational alumnus, Carmela Ruby.

The Office of Educational Research and Improvement, U.S. Department of Education Program Officers Barbara Humes and Carol Cameron Lyons for their unflagging support, and to Anne J. Mathews, Director of Library Programs, OERI for enabling it all to happen.

Last but not least, thanks are in order to an incredible staff at the Massachusetts Board of Library Commissioners: Sondra Vandermark, Head of Library Development; Sandra J. Souza, Grants Manager and Conference facilitator, par excellence, and the unflagging and dedicated Kathrine Hastings.

Other MBLC staff who were critical to this project: Jean Souza Makalou, Joanne Parker, Irene Levitt, Rick Taplin, Pat Lynch, Louise Kanus. For inputting and transcribing endless hours of tape: Patricia Moran and Valerie Wilson. Final thanks to Roland Piggford, Director of the MBLC, who ultimately allowed me to challenge both myself and the library community with an undertaking which succeeded beyond all expectations.

The Role of Federal Legislation in Support of Literacy



Congressman Donald M. Payne,

Good afternoon. It is a pleasure to be here this afternoon to participate in the State Library Literacy Forum. I am grateful for the invitation from Ms. Shelley Quezada to speak to you today about literacy and how each one of us can help to erase this national problem.

As a former teacher and a member of the House Education and Labor Committee, I have grave concerns about our nation's literacy problem. In fact, the first piece of legislation I introduced after being elected to Congress was a resolution to establish July 2, 1989 as a National Literacy Day. The resolution won overwhelming approval in Congress and was signed into law by President Bush.

As you know, I have once again introduced legislation to bring national attention to the fact that close to 30 million adults cannot complete a job application, read a newspaper, comprehend a bus or train schedule or understand a warning label on a bottle of medicine.

Our nation's competitiveness is being eroded by the presence of millions of Americans who are

functionally illiterate. The product of these deficiencies is being acutely displayed in the workplace by citizens who cannot comprehend a simple manual or operate equipment.

Further, the lack of reading, writing and mathematical skills leads to resignation, despair and in some cases, contributes to crime, alcohol and drug abuse, unemployment and economic dependence.

More specifically, the societal cost includes welfare expenditures for the children of adults who lack the skills necessary to obtain gainful employment, necessary law enforcement to slow the growing underground economy generated by the individuals who cannot compete on the open job market, and consequently, the cost includes the maintenance of prisons that are the eventual end for those persons.

It is my belief, and fortunately, also the belief of other legislators, that public expenditures are better spent on solving the problem by providing individuals and families with the

necessary tools to combat illiteracy.

Federal funding must be specifically targeted to the existing population of individuals who have low literacy skills. However, we must also use federal initiatives to provide better educational opportunities to youth, in order to prevent the continuation of illiteracy from one generation to the next.

The 101st Congress has been seriously considering legislation which would go to the heart of the problem. It is generally recognized that illiteracy touches all aspects of society. Therefore, part of the Federal initiative is to enact legislation which addresses the mixture of problems. Among other things, this means greater coordination among existing Federal programs and increased efforts from States, localities, and the private sector; and increased funding so that larger portions of the target populations can be served.

In response to the growing concern of service providers and literacy analysts concerning the

Federal commitment and initiatives, I would like to bring your attention to a bill which I believe will have a significant impact on improving adult literacy.

The Adult Literacy and Employability Act of 1989, of which I am co-sponsor would improve the literacy and basic skills levels of adults by providing a working infrastructure for coordinating, planning and research.

The bill would also upgrade literacy and job training systems already in existence and provide for investments in programs assisting adults with low levels of literacy.

In addition, the components of the literacy bill have been incorporated in another education bill, H.R. 4379, Equity and Excellence in Education Implementation Act. H.R. 4379 is a comprehensive measure to further the Federal government's traditional objectives in education - equity and excellence.

Generally, the bill responds to the premise that equity and education can best be met through greater funding for currently successful programs, such as Head Start, WIC, Chapter I, Education of the Handicapped, and Pell grants. The bill also builds upon current efforts by authorizing several new programs. Four of the programs have been proposed by the President. They are

merit schools, science scholars, teacher awards, and an expansion of aid to historically black colleges and universities.

The other new initiatives include teacher training programs purposed by Chairman Hawkins, and the adult literacy initiative proposed by Congressman Sawyer. The final new initiative, proposed by Congressman Pat Williams, would expand eligibility for student aid to middle class students through other changes. Grant assistance to postsecondary students would also be expanded.

The majority of the committee believes that in order to meet the President's education goals, we must provide the appropriate funding and technical support to achieve the goals.

The President's literacy goals are very ambitious. They include striving for school readiness, school completion, student achievement in critical skills, improved mathematics and science skills, adult literacy, drug-free schools, and greater teacher recruitment and retention. For example, with respect to literacy, the President's goal is that by the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

I believe that the setting of goals is worthwhile but we must also support the many educators and volunteers who are actively working to help others improve their literacy skills.

In Congress, we are preparing to wage war against illiteracy. This will involve battles not only in the classroom but also in the local libraries, in community centers AND at home.

As you know, illiteracy is often-times passed along from one generation to the next. Thus, illiteracy has become an inter-generational problem. And, it requires an intergenerational approach to the solution.

Therefore, it is imperative that we help individuals who are functionally illiterate to improve their reading skills in order that they will be able to read to their children and motivate them to read.

Increased funding for inter-generational library services and library literacy centers are steps in the right direction. Programs such as these that are included in the Library Services and Construction Act Amendments of 1989 which were recently reauthorized with some major program changes, will provide much needed assistance toward the accomplishment of our objectives.

The amendments expand the library's role to include, among

other things, child-care provider outreach activities, intergenerational literacy programs and other programs to improve library services to special populations.

The new law responds to our changing society and the library's need to meet the current interests of society. Historically, libraries have been known and praised for their cultural and historical value.

Only last month we celebrated National Library Week and paused to recognize the many contributions our libraries have provided to our communities.

Last year, in my own district in New Jersey, the Newark Public Library celebrated its 100th birthday. During the centennial celebrations we were reminded of the growth of the public library and the many ways in which it developed programs to respond to the interests of the Newark community.

I am certain that public libraries throughout the country have evolved similarly, -- from a place where books are collected and loaned, to a place where children can hear stories read aloud to them in the library's gardens or the county park. Books and other learning material are made available to the physically disabled, and senior citizens in community centers or convalescent homes. The Newark library also serves

persons interested in vocational assistance through the Job Information Center.

Without a doubt, the library has been -- and I am confident will continue to be a meeting place, and a learning place. Since the late 1800s library's have been involved in supporting the community.

For example, after World War II, the Newark library provided vocational and special interest information for returning servicemen.

I believe that the federal government has an obligation to provide adequate funding to keep libraries viable. There are so many social issues which are addressed by library services. Our tax dollars would be better spent supporting a library which serviced an entire family.

The library also developed a center for United Nations study groups and assisted both soldiers and civilians in returning to a peacetime economy. In 1990, as we move into the last decade of the 20th century, we are looking to public libraries to once again provide communities with variable programs which respond to the needs and interests of citizens.

I believe that the federal government has an obligation to provide adequate funding to keep library's viable. There are so many social issues which are addressed by library services. Our tax dollars would be better spent supporting a library which serviced an entire family. Federal financial support is an investment in an entire generation.

But, providing public assistance to an entire family because the provider's employment potential is limited as a result of illiteracy is a greater and short lived expenditure.

I commend all of you who are committed to libraries and erasing the scourge of illiteracy. I too am committed to this cause and will do my part to provide the necessary support that libraries so clearly deserve.

Conference Keynote Address

"Investing in the Future: Literacy and Libraries"



Gary Strong,
California State Librarian

Introduction by Sharon Granger
The Library of Michigan

Reading is magic. Initially we learn to read as a skill much like riding a bicycle or putting puzzle pieces in place. Letters have no more meaning to us than shapes on pages. As we became familiar with the names for letters and then how these letters were combined to form something called words, words became more than words. They became concepts and concepts took us into a world of imagination and information. Many of us find it difficult to recall the frustration and difficulty we experienced as children when we look at a book with words, words which were only images on a page, images which meant nothing to us at that time. We knew that they had some unexplainable power though, for others were able to look at them and travel to wondrous lands, telling us of ideas and information which to us seemed unattainable. As we learned to read the images lost significance in themselves and became the ideas that those images represented. We were finally free to explore what had been before beyond our reach. We were on

our way to limitless explorations that would carry us the rest of our lives, for reading is freedom; freedom of choice, freedom to learn, freedom to travel, to create, and to imagine. Reading offers the ability to control our intellectual and creative lives in a world where we often feel ourselves to be ineffectual where others seem to be in control and while we seem to be only a part of the landscape kaleidoscopic picture of things moving beside us into the future.

It's said, and one of the very few numbers that I'll try to use, that some 27 million Americans cannot read. I believe that number probably is too low. Millions more can read and do not. This national disgrace cripples our ability to compete effectively in a global economy and to ensure the well being of our nation and perhaps more importantly, millions of people do not have control of their daily lives and must depend on others to assist them in living. They cannot participate fully in our democracy and are not empowered to act on their own behalf. Actor Lance Hendrickson, who taught himself to read because he wanted to be an actor, felt that he was an invisible man

before he learned to read. In learning to read, he realized that he had always thought in pictures, and he had never realized that people who read think in words and ideas and concepts. He reminds us that there is a difference between ignorance and illiteracy. He stresses that reading skills must be tuned everyday or they are lost forever. For him, learning to read allowed him some equality in his life. Believing that public libraries could enhance their contribution to their communities and that they could build on earlier literacy efforts because literacy in libraries is not a new phenomenon. The California State Library (CLC) established a California Literacy Campaign in 1984 and I'd never really thought much about the year until recently someone pointed out to me the overall connection. I'd never frankly made it myself in terms of the year we started and the year all of our lives were to have changed based on those predictions.

Today more than 80 public libraries throughout hundreds of reading centers in California provide basic reading instruc-

tion and writing instruction to thousands of Californians. Public libraries in California are committed to the principle of full access to information and ideas for every one of our citizens and residents and believe that if people cannot read, they are barred as surely as if the books were removed from the shelves by censors. That barrier of illiteracy is very real and very present. Libraries have entered into a partnership with the state, their community, and the private sector, to establish these vital programs.

Public libraries fill a unique role in providing literacy services. They serve people as individuals first and foremost; as workers, as parents and as children; not as institutions or some cog in the mainstream of public or private life in a community, but as individuals; that is the very essence of what public librarianship is all about. Library programs are structured to serve an individual's learning needs at any particular point in their life, from cradle to grave, and I think we sell that far too short far too often. Providing literacy services therefore, I believe, is natural and rounds out this relationship and ensures that people can take advantage of library and information services fully. The California Literacy Campaign provides basic literacy services to adult men and women who speak English and are not being served by other educational programs. Programs are found

in urban, suburban, and rural areas of the state. In 1984 we initiated a campaign using 2.5 million dollars of Library Services and Construction Act Title I funds. At that time 27 libraries began in the campaign using an eclectic approach in materials and instructional methods. New approaches to literacy development are being applied as well as tried and true methods. Every one of those programs, now numbering 81, is truly different because it is challenged to build on what exists in the community from its resources; the program reflects the nature of the library, the people that are involved, and the niche that library needs to play in the literacy delivery system.

There are several key criteria for participation in the campaign. They include the following: first, that basic literacy instruction is provided. You cannot get state money under our program if you're merely going to sit around and talk about it. You have to provide instruction. Literacy services are professionally managed in a public library setting. The service is centered on the individual adult learner and is non-judgmental in its delivery. Service is provided to our out-of-school adults who speak English and are at the lowest levels of literacy in the community, and learner progress must be evaluated using CALPE (California Adult Learner Progress Evaluation Program) The results are shared

to enable us to keep up with the statewide accountability that we must have in a governmental setting. Local programs receive referrals from people themselves, from family and friends, from adult basic education in local school districts, which in California is mostly provided as English as a Second Language instruction. In many communities, the primary English language instruction to individuals comes through the library programs and that's part of the niche-filling that is an important key in the California literacy campaign. Referrals come from human and health services agencies and local volunteer activities and associations and from other agencies which assess clientele needs for literacy services or who can serve as volunteers for literacy. I'll try to give you a couple of examples of those a little later this morning.

Local programs provide referrals then to such programs as Adult Basic Education, English as a Second Language programs, and literacy programs such as those provided by Laubach Literacy Action, and Literacy Volunteers of America, and agencies providing support services including health, legal, and counseling services because we've learned very basically that quite often people who need literacy services have other needs in their lives as well. And the library's other new language services and information refer-

ral and advocacy quite often come into play as an individual tutor might find other community services that meet particular individual needs. Broadcast and print media, public relations and publicity activities are determined by local programs or local member library programs working together with some coordination from the state level. Many local programs exchange news letters and our state consultants consult by letter, telephone, and by site visits. Local programs communicate through regional meetings and state conferences. That communication and networking is crucial. We also sponsor several hotlines. The 800 hotline numbers in the state that are used as our taglines in almost every case, rather than the Contact Literacy hotline in the Midwest.

Program Challenges

Principal challenges that the program has faced and continues to face are the targeting and recruitment of adult learners and tutors. One of our key challenges is the training of volunteers and paid staff. We believe that programs, as I mentioned earlier, must be professionally managed, but the management of volunteers, the vast number of volunteers that we use is no easy, or quick and short answer. Matching and support of tutors and learners, because once we've got those tutor pairs in place, that support mechanism has to be there; instructional support, coalition-

building, partnership-building in the community. It's required of all of our programs to look out into the community and to build the coalitions to participate with the other educational, job training, and other kinds of opportunities that are already in our community and not build structures that parallel or duplicate those; communication for literacy awareness and recruitment, planning and evaluation, resource development. Since 1985 for the year ending last July, CLC libraries in California provided direct instruction for over 42,000 adult learners. Another 21,000 adults have been referred to other instructional programs that could more readily assist their learning needs.

We've been trying hard to get across to libraries they should not report themselves as the only answer to adult learning problems. Adult education is there, community colleges are there. There are many people who have reading disabilities and many of our programs are not geared to dealing with reading disabilities. The library should be very up front about what its capabilities are, what it can do, and also demonstrate its incredible power of linking people with other agencies in the community who can more readily meet their needs. Some 30,000 individuals have volunteered to tutor in local public libraries' CLC programs and the state of California has now committed over 30 million dol-

lars of new money over the last six years to library literacy programs since that initial seed money was put in place. Millions of more dollars have been generated by local government and the private sector in support of library literacy services. From the outset a local library program is challenged to begin to build the coalition and the support within its local government to generate funds. By year four they must come up with 25 percent of those funds and in year five 50 percent of the budget must come from local and private sources generated by that program. We believe firmly that unless the community buys in, it is another state-mandated program coming down the pike, that they then expect a full and long term commitment. We believe the communities must recognize and buy in to their library services, literacy included.

Perhaps more importantly, libraries have been the beneficiary of an incredible outpouring of support from the media. Our clipping service is astonishing because I would say at a given point in time 50 percent of the news clippings that we receive at the state library have something to do with literacy and learning services in libraries. Public libraries have gotten more publicity and media attention through what we've been engaged in over the last six years in library literacy programs than any one other major activity in which we've

been engaged. That incredible outpouring of support from the media and their communities and the constituents they serve is exemplary of what I always believe public library services should be about; the human kinds of things that are involved in a person using a library and its resources to gain empowerment in their lives. This support was reinforced for me personally last June when I attended a rally on the steps of the state building in San Francisco, sponsored by the Bay Area New Reader's Council. This wonderful group of adult new readers and their tutors gathered there to write letters to the governor and to the legislature in support of a funding augmentation for the state libraries' budget, not just the literacy portion of that, but our entire augmentation for the state libraries' budget. These courageous people have clearly demonstrated that they want to take control of their daily lives, something we've always thought, but the reality of them being there was an incredible experience, probably one of the few that will remain in my mind for a long, long time. They also want to participate in their government. Each new reader with whom I spoke was writing his or her first letter to a government official. Soon I found them shyly approaching me to ask if I would read their letter. "Is it okay?" one would ask. Another, "Have I said enough?" And I must admit it was very hard to keep my emotions in check and

try to be that wonderfully staid, solid bureaucrat that we're all expected to be at different times. But the emotion of it was absolutely tremendous.

One of the key issues of politics underlying the campaign has been associated with the empowerment of individuals in a democratic society because we believe that to be one of the principal keys of libraries all along. Certainly if you believe the rhetoric that we preach to each other, democracy and the library's role in democracy is the centerpiece of that. Also, it is the transformation of society and changes in the basic social structure that happens when people are able to take control of their lives and begin to guide, along with others in the elected arena, their futures and destiny. This change for librarianship, this new role to play for public libraries, I find to be an extremely controversial one. The view at state library agency levels, if you're not in it already and you decide to do much more with literacy, you're going to find yourselves there. You will find opposition, if you will, from others who provide literacy and adult education services, from the politicians who believe firmly that the library's role is to sit back and hand out books over desks quietly, and "mind you don't ask us for too much." As people learn to read they develop the ability to challenge the world around them, by accessing information that was previously not available to

them, and by taking steps and actions that truly give them control over their lives and their communities.

We believe that library literacy programs must in fact be learner-centered. That's easy to talk about. That's much less easy when you run into a coordinator or a library director who doesn't want to have an adult reader's council, or who believes they have all the answers. I think we somewhat started out believing we knew how it was best to be done. In fact what we discovered is adult learners need to be treated like adults, not first graders.

You will find opposition, if you will, from others who provide literacy and adult education services, from the politicians who believe firmly that the library's role is to sit back and hand out books over desks quietly, and "mind you don't ask us for too much."

They're thinking, vibrant human beings who believe and know how they wish to engage in their lives, and we need to learn to respect that. This emphasis has from the start of CLC placed adult learners in a strategic position for empowerment. The development of the Adult Learner Organized and Run Conference in the bay area a couple of years ago, and the subsequent organization of the Bay Area New Readers Council that I mentioned a moment ago, which produces its own newsletter for some 2000 adult learners, emerged naturally from the CLC. It was also interesting to me to note that the first reader's forums at the National Laubach conference all came out of CLC-based programs. They had never brought adult learners into their conference and they have been conferencing together for a long, long time.

We also face that challenge in many libraries that believe that the users of libraries have a voice, but not a very loud voice. And it's interesting to watch new readers take control and to speak that voice out. That empowerment is a very key issue of what we're engaged in, and if you truly don't believe in it, or your agency doesn't believe in it, I'd really suggest that you might want to look at other roles in literacy for your agency to play. We have learned from close interaction with new readers that there is a continuing identification with others

who have learned to read as an adult. It reflects a long term healing process that goes on for many years after gaining basic reading skills because the wounds of illiteracy are very deep. I'll mention in a moment the legislation we're putting through, but one of the persons who came up last week and spoke out at our hearing was a young woman who on the surface comes across as one of the most successful people; very beautiful, very well-dressed, very articulate, very talented, very terrified underneath, and who is now succeeding in having her first job other than self-employment and her need to continually, as she put it, continue to go back to the literacy program that has given her this new found confidence, as she calls it, to keep checking in, to keep the confidence building because there are so many things that she has yet to work through that are far beyond learning the basic reading skills. She speaks so articulately for us, almost better than any president of any Friends of Libraries, and I don't want to knock them at all, believe me, than I've ever heard speak out in the legislative hearings. She is truly eloquent.

With the campaign well established, several challenges are faced and are continuing to be faced. The first is truly stable funding from local and state governments and continued support from the private sector. Any of you who know of the fallout from Proposition 13, I

don't need to stand here and tell you how terribly limited funding is. Word came out this last week that our state budget is some 3.3 billion dollars short of meeting the commitments of what the governor has in, and believe me we have a tight-fisted governor. If we were to add the things we wanted, you could believe the 3.3 billion would double in what we believe is needed to really do things sort of minimally in the state of California. We've added 8 million people to the state in the last 10 years alone, and we'll add another 7 million in the next ten years, and the challenges we face with flat revenues are rather horrendous.

But people continue to step forward to give of their time and talents as tutors and workers in local library literacy programs, and at the same time, more and more adults in need of improving their literacy skills are also stepping forward and taking the great steps of asking for help. Hard-pressed local governments astonishingly have found funds to support the public library's effort in this arena. And I guess I would also add for those of you that are library development type folks, that this money, both local and state, I firmly believe are public and private dollars that we would not have brought to public libraries otherwise. Library literacy programs taking money away from basic library services. That's an issue that you will constantly battle if you get

into funding local library literacy programs or other kinds of literacy-related programs. It's the old outreach story. You're taking money away from basic library services, and I firmly believe that the dollars that we've generated at the local and at the state level would not have come anyway. This is money that truly is meeting an identified need that the politicians can relate to. 85 percent of the 27 original CLC libraries have secured their 89-90 operating budget from municipal county or private sector resources. I believe local support is happening and it's happening because a more literate community is visibly supported by the people that live there. State government must, however, continue to support these well-established programs through continued appropriations.

The California State Library has introduced Assembly Bill 3381, working with the coalition of Assembly members and Senators. The bill establishes the California Library Literacy Service by providing a program designed to reduce adult illiteracy by providing literacy instruction and related services to adults and youth who are not enrolled in school. The bill defines the program and sets into statute a funding formula for the longterm partnership between local programs and the state of California. I want to share with you the findings and declaration statement of the

legislation because this really will set into place, I believe, some new thoughts about what the role of libraries are and it buys into it legislatively. It will put it into statute, and that statement of findings, I hope, can carry us on to what we plan to do into the future.

First, there are more than 3.1 million functionally illiterate adults in California. The majority of these adults are able to speak but not able to read or write the English language.

Second, an adult's ability to function in our contemporary information age is critically and inextricably related to his or her literacy level. It is of importance, therefore, both to the individual and to the whole of California's society. Remember this is legislative findings and intent.

Third, the need for adult literacy development is longterm, and increasing more rapidly than the state's literacy service capacity.

Fourth, the needs of illiterate adults are varied and can best be met by a variety of approaches delivered through public and private organizations.

Fifth, adult literacy development involves growth in many aspects of an individual's life and requires unique instructional strategies and assessment procedures.

Sixth, knowledge about the extent of the literacy in California and the means to address it requires ongoing expansion.

Seventh, the California Literacy Campaign has proven itself to be an effective program. That's legislative endorsement that you seek to have, believe me, and has made important progress toward the reduction of illiteracy by mobilizing public libraries of California as providers of individualized literacy instruction.

Eighth, the partnership between state and local government has proven to be effective and necessary to provide adequate resources for library literacy services.

And last, it is the intent of the legislature to codify and enhance the California Literacy Campaign in order to establish a public library literacy service for adults in California which will complement the activities of other public and private adult education programs. We've now begun to move this legislation through the political process. Its co-authors are probably the most unlikely pair you could come up with. The highly conservative Republican vice-chair of the Assembly Ways and Means committee who has been an absolute advocate and Senator David Roberti, who is probably one of the most liberal democrats, he's also Senator Pro Tem of the Senate who carried our Families

for Literacy legislation three years ago. Those two individuals will carefully, I hope, guide this through on our behalf. Our first hearing in the Assembly Education Committee was on May 15th. The bill, after considerable controversy centered around English language instruction, and passed out of the committee 15 to 0. Key to that hearing again was the testimony of new readers, and I alluded to one of them a moment ago and I'll allude to another in a few minutes.

New readers were also visible during the California Library Association's 8th Annual Legislative Day on May 1st. For the second year in a row the New Reader's Council brought people and made arrangements to participate (and one thing I didn't say about the New Reader's Council is that none of us run that - the adult learners run that themselves). They do all the work. They got the permits for the rally on the Capitol steps. They arranged for the microphones and the podiums and the clearances and all the people who were to come and participate and speak, and they themselves spoke out and the stories they told were incredible.

Street people, former drug addicts, successful business people who couldn't read and who'd come to libraries for literacy help, and my favorite was the child of one of the adult learners carrying a placard Sup-

port HB3381 walking back and forth across the steps of the state capitol. I'll tell you there was no more powerful message you could get across than that. The only unfortunate part of the whole blasted thing was that half of our legislature was in Washington D.C. on their annual legislative trip to Washington, called at the last minute by the speaker of the Assembly. But for those that were there I think one of the most moving events was about a woman who showed up who wasn't on the program. She found a way to get support from her local newspaper to come and tell her story at the Capitol. She was a street person who had lived on the street for the last number of years in her life, her children had been taken away from her, if I understand what she was telling us, several years before, and placed in foster homes, and in fact she'd lost track of most of them. She and her husband went to the streets and she appeared at least to be a woman probably in her late forties, early fifties, and she had heard about the library program and had gone in to volunteer as a tutor because her husband couldn't get a job anymore. He couldn't read either, and they discovered that she couldn't read and was trying to be a tutor. The story began to come out and they both got into the program, and that's another story. The key part was that she heard about Legislative Day because a group of adult learners were

going to come up from San Bernardino County. She went to the local newspaper and wanted them to tell her story and eventually the story did get into the local newspaper. Somebody miraculously paid her way to Sacramento to participate. But the exciting thing was that she had not been able to track down one of her daughters. The couple had been in the program about six or seven months and had tracked down all their other children. They had been unable to reach the eldest daughter and she saw her mother's picture in the newspaper. The couple had been living on the streets and there was no local address to call; the library didn't have an address for them. But the woman's daughter came to the library and waited, and when the woman came in for her tutoring session they were reunited. She said so movingly, (and she had brought in 6 to 8 other street people who live with her and her husband on the streets to the library literacy program in that town), "Believe me, folks, we're not throwaway people." It was one of the most moving experiences that I've ever watched in terms of a person's struggle to come off the streets and back into the mainstream. She's seen her grandchildren now for the first time and it sounds as if, in talking with her after the event, her daughter is trying to find living arrangements for them.

Response on the part of the private sector is gratifying as

corporations, businesses, and labor are stepping forward to contribute toward the goals of the campaign. The Bank of America, the nation's 3rd largest bank with 3.4 million customers, has joined us in promoting adult literacy awareness, and its 825 branch locations throughout California in a commitment that will continue through the year 1991. Our new checking account series, which is on display on the table, entitled "Quotes" has been developed recognizing the California Literacy Campaign. And contributions from the sale of that check series will come to the California State Library Foundation on behalf of the campaign and are expected to reach \$100,000. by the end of 1991. In fact, by the end of the third month we've now deposited over \$30,000. that has come in. The Bank of America Foundation did add a little bit to that first check because they had the opportunity to present me the first check with Barbara Bush looking on and they didn't want to come off looking too cheap in the process. Two customer service newsletters have included descriptions of the check series, a list of our toll free hotline numbers, and stories about promoting volunteering for literacy and what literacy does for banking, which is of course their underlying theme, and I have no problem with that. The most important thing is that each of those have been sent to every one of their 3.4 million customers and you

can see the difference in our hotline calls immediately after those newsletters go out.

UCLA, through its alumni association is the first major public university to our knowledge in the nation to promote alumni involvement in literacy initiatives to all of their 200,000 alumni. Thus far 5 full page advertisements valued at about \$25,000. have been produced for the alumni magazine editions and UCLA begs to be imitated, so go back home and encourage your alumnas to do the same. Interestingly, I meant to mention on the Bank of America, we estimate that it would cost us over a million dollars if we were to do those two mailings. That kind of advertising budget we don't have, believe me. Secondly, our concern about meeting the challenge of a more literate workforce that will keep business in the state and will track new business ventures.

Literacy creates opportunities for living better and working smarter, and enables people to make better decisions about healthcare and purchasing a wider array of goods and services. Even if the crisis in our schools will remedy today, 75 percent of the workforce will still be working in the year 2010. Many of these workers will lack the literacy skills necessary to work productively. The state library is working closely with a variety of agencies to examine the library's

role in creating a more literate workforce. We were extremely pleased when Henrique Ramirez, a learner in our Project READ in South San Francisco, was selected to sit on the California Workforce Literacy Taskforce created by the California legislature. More exciting is the fact that Henrique sits on that task force representing his employer, United Airlines of San Francisco. Not only has he begun to achieve on his job, but also in his life. He's making sure that his young son is learning to read. He was the other witness at our hearing and as fate would have it, his own airline failed him last week when he was attending a Workforce Literacy Task force meeting in Los Angeles, and he got to the airport and his flight was canceled. He got another connection, flew to San Francisco and then took a puddle-jumper into Sacramento and arrived at the hearing just as they finished action on it. We circled around and got permission for him to make his statement to the committee. He made a very moving statement which spoke to his role as a parent and as an employee and how much the Library Literacy Program had meant to him. He was now reading to his son and daughter and he no longer shut them away from him and told them to go on to bed because he was ashamed that he couldn't read. The pride with which he spoke made the point better than I or anyone else could have made as a witness. When adults

require new reading and writing skills and change their habits and values for learning, this has a positive influence on their children.

The concept of family literacy has risen to new prominence. The family's cycle of illiteracy which passes along illiteracy from generation to generation is being recognized as one of the major underlying causes of a vast array of social and economic problems. Illiteracy in adults directly contributes to poor achievement, low self-esteem, and a high rate of school dropouts among their children. These children tend to grow up to become functionally illiterate parents who raise children of poor achievement, low self-esteem, and low literacy levels. This begins the repetition of a family cycle of illiteracy that is repeated over and over again throughout our country and our state. And believe me these kids don't come to your library's children's services programs when they are children of illiterate parents.

In order to help stop the cycle of illiteracy, the California State Library's Families for Literacy program provides funds to public libraries with adult literacy programs so they can expand their services to include direct service to families of those adult learners with pre-school children. This partnership between the adult literacy staff, the Families for Literacy staff, children's services staff,

and others in a library is the first true molding of the services together to address a broad-based issue. To watch real live librarians and real live literacy coordinators working together is probably one of the most exciting things to see happening. We believed from the

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beginning that if literacy services were to work, they were going to have to be accepted as an integral part of the library services program, not project staff in the corner somewhere, or that person down the hall. That has been our underlying goal and principle from the outset. If it is to truly be successful, it's got to be a library service, not just another piece of

rhetoric that we casually talk about. Twenty public libraries are currently providing programs to enhance the preliteracy opportunities of the children of adults with low literacy.

Carole Talan will be able to tell you much more effectively than I, the success of the program, and some of the challenges and some of the shortfalls that were experienced in some of the activities in which we've been engaged. The programs that I've been able to attend, the most exciting of which are the graduations, if you can believe it, from the series of programs, and again each one of those programs is different. There is no one magic formula that we try to put out. The key underlying thing is the essence of teaching adults how to use reading in play and toys and the interaction in selecting books for kids. For the first time we're one of the few programs in the state that can actually take state funds and buy property and give it away. It is against the state law to do so otherwise. And yes, we as fundamentalists out there, there are a lot of other gifting programs out there, but with appropriations under the act, we may buy materials and give them to children and their parents to take home, and that's a part of why they come generally for the six week period. They walk away, not just with something out of a library that they can borrow, but with something they can take

home and have in the home as a part of building that initial home library. We were successful this year again in securing \$600,000. in state assistance for a second year of these projects. We're learning more about what works and what doesn't in engaging adult learners and their preschool children in learning attainment, and as we seem to do with everything in California, a new contract has gone out to study the effectiveness of the program, and I think you're going to talk some about that this afternoon.

One of the greatest challenges we have faced is how to evaluate a program that professes to be adult learner centered and planned and executed based on local community needs. CALPEP, the California Adult Learner Progress Evaluation Program, is being implemented in 81 public library literacy programs this year. This assessment tool was developed in cooperation with the Educational Testing Service and a rigorous review process by several of the coordinators out in the state who worked within the library literacy programs at the local level. We are confident that this form of assessment, which is rooted in adult learners perceiving and realizing their own reading and writing skill improvement goals advances the future for real accountability in public library literacy programs. One of the keys to the success of the California Literacy Cam-

paign is the California Library Literacy Service and the tremendous staff of the California State Library that have been engaged in this program from the outset. My job has truly been an easy one because they do the work so much along the way and I am able to take credit for it, and I'd like today to give credit first to Carmela Ruby, who worked tirelessly to initiate the campaign. I will never forget the first time we got together and I said I wanted to set aside a large block of federal money to do some thing significant, and ideas came flowing in as they always do from good library development staff for this thing and that thing. Ultimately we settled on literacy and those who lost out in that process. Those of you who work on a library staff know the winning and losing. Those who lost walked out of the room, and those who had perceived they'd lost, and said "Well you'll never get anyone to apply to do that kind of a program." And in fact a couple applied and said the only reason they'd applied was because we were giving out money. Little did they later discover that in fact one came back much later and said, "If I had known what we were getting into, I wouldn't have done it and I'm so glad we did."

I recall with pleasure also the early visits with Jonathan Kozal during the days that he was on the outs with the then Secretary of Education. Every time we

brought him into the state, the political sides of the argument would split and divide and run in opposite directions. But he was tremendously inspiring to those of us who were trying to search out ways to put this into place and to make it real and alive with what we had in our minds but now had to get on paper, and begin to put together as a state program. Cameron Robertson, our California Library Services Act program manager, has worked behind the scenes to keep the program on track, to administer the incredible piles of paperwork that are necessary to keep a program going; he has worked to establish it and to express continual support for the efforts of not only the staff, but on my behalf and on others in the State Library who now have gotten involved. Martin Gomez, who had come on board as a new staff person at that time, and whose first task, which was not on his job description, was to help write the first rules and regulations and procedures in about three months to get the program out. Because when we started we said this would be a one time effort and at the tail end of the budget process in 1985 in May and the budget was due to be finalized in June. An assemblyman, Tom Bates, came to us and said "We can't let this die. It's got to go on. It's wonderful. I visited one of them and I was terribly impressed." And in five weeks we had 2.5 million dollars in the state budget of brand new

money, and all of a sudden we had to write regulations in about a six week period in order to get this thing moving along. Also, the members of the California Library Services Board that have been involved need to be recognized. Our present staff I believe is equally exemplary. Al Bennett, our literacy learning specialist, came on board during those early years and has championed a variety of learning methods in the cause of new readers and of evaluation, now part of the implementation process. Paul Kiley who is here at the conference works to tell our story, to build linkages, to express our hopes, and to keep us challenged, and that he does regularly. Carole Talan who is also here, led a top notch program in Contra Costa County Library, so she knows what it's like to be at the local level and to fight these things through, where the situation may not always be the greatest, heads our Families for Literacy program and brings understanding and appreciation, not just for the program, but also for local concerns.

The leadership provided by these talented people, I believe, is the key to any of the success that we've had. Many others have also influenced the work that we've been engaged in. Yolanda Cuesta, who is the bureau chief for library development services, former assistant state librarian Nancy Percy, Marty Lane, Assembly mem-

bers, Tom Bates, Teresa Hughes, and Bill Baker, and Senate President Pro Tem, David Roberti; Barbara Bush and so many others.

Barbara Bush visited us about six years ago for the first time and interacted in my office (that's the first time we got adult educators into the state library and literacy topic, and believe me I didn't care that they had come to meet Barbara Bush; we got them off in corners and did all sorts of things that helped us get the attention that we needed to have to become sort of half way partners. We're still working on full partnership. Your state library role is a role of leadership, I believe, because the real action will happen somewhere else as it often does in library development. You must, though, decide what it is that you can do at the state library agency level. For you, as well, I believe it must be a personal commitment. There are so many needs, if your state is like mine, in terms of what is needed in library development you do have to have a personal commitment to be sincere in this process. That commitment for me started about 27 years ago when a very tottering little old lady entered the first public library that I ever directed. I shall never forget Teresa Truseau because she had been a school teacher in that community from the time that she was first married as a very, very young girl at 14, and had taught

school there (she was in her eighties when I met her) and she had come to the library because she believed that the library could play a role in teaching people to read. She wanted to use our conference room to do tutoring and that was the first time that I became involved with somebody that really believed in learning outside of a classroom setting. It takes that kind of personal commitment; it takes some event in your life to convince you that this works, and that libraries have a stake.

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Literacy truly empowers individual people, and in that empowerment they're going to do some things to you individually that are very moving, and that will change your life forever. They may take on your

institution in ways that you may not be prepared to have them do, but in ways that will change your institution and those at the local level forever. Whatever you do take it seriously and do it for the longterm. Many of the people that I meet as adult learners and tutors, astonishingly, in the first case never knew anything about libraries and had been failed by virtually every other public institution that they had come in contact with previously in their lives. Secondly, so many of the tutors that I've met have not been public library users for years until they came back to tutor in a library literacy program. Don't do it cavalierly. Don't do it because it's sexy or the latest issue. Do it for the longterm or, dammit, don't do it at all because you would be false, your agency would not be prepared and you will do no one service.

Pause if you will for just a moment and close your eyes. Think with me about and remember the first experiences you had with books. The wonderful adventures that you discovered and you uncovered and began to read, the tremendous things that you've accomplished because you could read, the freedom that you possess in your life today because you're independent and you're learning and your expression of what you've learned. I still remember the incomparable joy of rediscovering books that I loved as a kid, and the pleasure

of discovering new books and new friends as I've grown older. All the wonderful, glorious impossibilities made possible through books and the words that are in there. Believe in the wonderful abundance of imagination which books offer us. Believe that reading is an act of faith, a faith in the continuity of humanity, and of the continuance of our democracy.

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We recognize that reading and writing are not merely cosmetic skills. They are essential to the functioning of a democratic society. Literacy learning services provided by public libraries, I believe, are making a difference in the lives of thousands of people, who in turn contribute significantly to themselves, their families, and their communities. In the context of the White House Conference on Libraries, literacy is to me the centerpiece because

without it there will be no productivity or democracy.

Walter Miles, one of our adult learners, wrote these words, which were so moving to me personally: he said, "I have a dream, not that dream, but a dream of learning to read a book by myself and go to a piece of paper and write myself a letter. One day I have a dream, but not that dream." I believe deeply that you can provide the leadership in your state to help people like Walter achieve his dream. You can, if you believe you can, make a difference.

Monday May 21, 1990

Motivating Libraries to be Involved in Literacy

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First of all I am following Gary Strong. I do not have any inspirational stories. I will not be able to do that very well. But, also in that sense he generates a lot of discussion. I think that is what we need now. This is the time to do that. We would like to do a start on another topic certainly related to Gary's send-off for the day, and then try to have some time to get some more ideas from the group down on paper, so we can expand on the few comments that I have to make today.

When I talk about literacy, I always think of a little farming joke. I am from Wisconsin so we have lots of farming jokes. There is a pig and a chicken walking down the road, and there is a sign in the restaurant window. It says, eggs and ham \$2.50. The chicken says, "Isn't that nice to know that we are making a contribution." And the pig says, "For you it is a contribution, for me it is a total commitment." I had a better joke, but my husband told me it was in poor taste, so I can't tell you that one. That joke sort of reflects Gary's distinction about an interest, a contribution, all the way to total commitment. I

guess what I would like to do throughout the conference and certainly today is to keep in mind that idea of the range of responses that state libraries can do and that your individual libraries can do. That is really a theme that I keep coming back to.

This session is supposed to be about motivating libraries, and I think this was the presentation Shelley offered to everyone else, and they said no. Because as I tried to work on this, I thought, this is hard, this is not an easy answer. So, I am warning you up front that she has asked someone who is still trying to motivate her six year old to brush his teeth every morning to talk to you about how to motivate libraries. I hope you will go along with me on this, and I hope you will help me generate a much better list than what I can offer you today.

First and foremost, a comment about the title, Motivating Libraries. That of course is not what we are really talking about really. What we are really talking about is motivating individuals in those libraries- those people who are actually going to move that organization for-

ward. I think we can talk for a moment about motivation in general. We are never really sure what motivates a given person. If you think about the people you work with, and you think about yourself, and if you stop and think about those things you begin to realize what makes you want to run right out and do something is not the same thing that will cause someone else to do it. I, for example, happen to like a job that has a lot of flexibility and ambiguity. On the other hand, I know other people like a very rigidly controlled job which tells me these are the ten things to do. So I want to put it at that personal level to realize that's what you are dealing with. You are talking about trying to figure out what that magic thing is that motivates a person.

If you let me play professor for a moment, we just had commencement Saturday so I am going through withdrawal. Let me say that research, all the research on motivation and there is a great deal, tells us that different people are motivated by different things. You need to repeat that to yourself as you work through the literacy process in your state and with the

people that are interested in working in literacy. It suggests that you are going to need an alternate strategy, several alternate strategies because not one thing will work for everyone. So I guess that is the outcome we are kind of thinking of today in this presentation, is sort of a list (I am a big list person, I teach cataloging) of things that might be part of our repertoire that we can draw on. Because of this problem trying to find the right thing to motivate people.

So, what might they be? Well first I would suggest that role models need to be provided. But role models that are realistic, and that encompass the wide range of responses that a library can give. There is not one model of library involvement in literacy and that in itself is probably another speech. But let me talk about that for a moment. When we've studied, and I come from a background more of studying although I use to deliver literacy services in my previous job, but when we study libraries we begin to recognize that there are three basic roles that a library might assume in doing literacy education: collections, direct instruction, and services in support of literacy. Now these three are not necessarily totally distinct and it is not a case that a library is going to say, "I am going to do direct instruction, or I am going to do collections and so on". In fact they may build on each other. But we need to

provide libraries with a range of options within each of those categories.

For example, if you take the collections one. It might be that a library chooses an activity such as developing a basic core collection of literacy materials. Or they may decide to set up a microcomputer-based learning lab where the learners work fairly independently or through another program to use the microcomputer lab. A library may decide in the collections area that they are actually going to create and produce literacy materials for use in their library.

Now if you think just about those three examples, there is a big range, in terms of complexity, time, skills. When we go out and do workshops with libraries about literacy we spend a lot of time saying, "There are lots of different solutions. There are lots of different kinds of involvement." Direct instruction is not the only model. There are a lot of other kinds of things that libraries can do. So I guess there is that sense of the realistic models.

Now related to realistic models is a charge that we really have as sort of clearinghouse for information to provide those realistic models. When I say model I do not mean the exemplary programs, for whatever that word means to be an exemplary program. I am talking about places like the Carruthersville, Missouri, or Floyd

County, Kentucky, and I am sure several others that you could tell me about which are basically a one or two person operation that is making a difference in their community. Of course, putting it in reality, I love the big programs. Queens (New York) always come to mind; the Free Library of Philadelphia; and they are wonderful models for us. But as providers and consultants we have to step back from the big ones if you will, and the complex ones and say, "Wait a minute that is maybe what our ideal is, let's step back and break that into smaller pieces." That as educators, and consultants is what you can do for people.

Somehow I am more motivated by something that is four steps away than one that is half a mile away. So all I am asking you is to think about providing those steps along the way. Let people say, "I can take those four steps, but I cannot go the whole mile this first time". In other words, working toward the bigger one but bringing it down to a realistic level. That is my first thought.

I think a second thought related to the idea of realistic role models is the idea that it is o.k. to start small. It is o.k. to make it your first step to call the local ABE (Adult Basic Education) person and invite him or her over to the library for coffee and a chat. Then it is o.k. as a first step to call the state library and say, "Do you have any vide-

otapes that I can show the Friends of the Library to give them an idea about what the issues are?" It is all right to take a small step.

I want to talk a little bit about funding, and the messages that gives. But it is important for us also to talk in terms of small steps, so that people realize that they do not also need a \$50,000 budget to get started. There are positive things about that. But, it is again it is related to the role model idea- something they can get started on doing. Also when we do workshops on literacy, full day ones, at the very end of the day we always do a first step exercise. What we asked people to do is talk with people from their area or other people they happen to have met during the day, and all come up with one or two things they can do in the next two weeks. Since most workshops are on Fridays, this is very important. I do not know about the rest of you, but you carry home all of these things and by Monday it is like- I will get to that later. So we are asking them to say, what are one or two things I am going to do? I am going to talk to one of the teachers I know at the school system to see if there is a problem with family literacy and literally writing those things down. Now that is a far cry from doing planning, evaluation, recruitment, and training. But without that first step, you are not going to make that next move. If you can think in terms of, first steps, starting slow,

then that's o.k. We do not have to start off with a big bang, we will get there eventually.

Now another motivator is money. Of course it is a motivator. No one would argue that funding is not one. But as a "sole" motivator it has some difficulties. Now why does it have some difficulties? Well, for one thing the value of funding or potential funding as a motivator is affected by several things. One important one is the amount of money. You develop a program. You are going to give out grants \$5,000 a piece for probably 80% of your public libraries. That looks like a nice pot of money. I could really move forward, I could see that I could really get maybe someone in at \$3.50 an hour, for ten hours a week, over a period, and so on. But, \$5,000 to another library is not worth the trouble. So there is always that perception of what's enough money? So I throw that out to you just to think about in terms of funding.

The other thing that affects money as a motivator is really the perception of how difficult it is to get. I have been talking to people about Title VI and the concern is the libraries that are kind of interested don't want to take that step, because they have never done that before. It is a twenty page proposal, it seems more frightening. It is bigger. It is Washington. It is so far away from what we do. So people's perception of how

difficult it is to get money will affect the degree to which it can be a motivator. You can offer \$25,000 grants but if they think the other libraries are always going to get it, or we will never get that, it no longer becomes a motivator. So I just put that in the context to remind you that it can not be the only thing.

Now, one question that I always raise is, can funding be a negative influence? Bear with me for a moment, you all get that look when I say that. But consider for a moment what we say when we offer large grants for literacy, and this relates back to my ideal of realistic role models, small steps. It says if I want to do literacy I need \$25,000. Now all of that is not to say we do not want to encourage funding, and we do not want to help people get it. But I want to put it in the context of, think about all the messages that we give with funding. Of course funding is a motivator.

The other concern with funding is what happens when it goes away? It may have been a very strong motivator but in the long term it can have some very negative influences. So as you think about providing funding, and I am sure you have talked to people who have done this in Illinois, California, New York, talk to them because they have addressed this concern. How can we transfer that short term motivator of money into another group of motivators that

are a long term-commitment to a concept. We always talk about financial commitment in the local libraries. Therefore money for the most part is a short term motivator. It is not a long term one. If you are not convinced about that, track LSCA projects over the various years: this was the year of the Elderly, this was the year of Native American Services, etc. Again, we do not want to get rid of LSCA. But it suggests that we forget that we have to talk about long term motivation. I think Gary pointed out some of those long term motivations, in terms of the responses that they were getting from learners from their communities. So I do not think money is the open and shut case here.

I love T.V. I have to admit it. I love this show called Falcon Crest. I don't know if any of you have ever seen it, but I am always reminded about money as a motivator and its problems because of a scene that was on this season. There is a man with a lot of problems with his employees. He is not very human, not very warm, and so the lawyer brings in a psychologist who is going to help him work through this. The man says, "No, money is the motivator." She says, "No, no, you have to be caring." He says, "I will give you \$2,000 if you leave me alone." "No, no, we need to care, we need to be participatory." "I will give you \$5,000 if you leave me alone." "No, you

just have to learn to work, you have to overcome this." I think he finally says, "I will give you \$10,000 if you leave me alone." She takes the money and walks away. So money is a motivator, but again we have to think about the long term and the amount; how we see how the money can work for us, and how difficult it will be. If you provide funding there is a great deal of helping people along—helping them write the proposals. I always think about the Wisconsin Humanities Council, with whom I have done quite a few things. They have these mini-grants and they are wonderful; they were three pages long, and that included the budget. But, you know, they ask the same questions. Although as someone pointed out it takes longer to write a three page proposal than it does to write a twenty page one. At least when you look at it, it has the sense of something a little simpler. So think about some variety of approaches if you are thinking about providing some special funding. Perhaps full scale grants and a pot of what we might call a mini-grant, or a planning grant, or first step-grant, a favorite phrase of mine.

I always think money invested in planning grants, small amounts to fund a community meeting and perhaps bring in a facilitator in the long run will lead to better projects, and really better proposals. So think about that in terms of motivation.

Another important motivator of course is recognizing the need for such services. Now in some ways, talking to you is like talking to the converted. I do not think the \$200 that Shelley offered you was a major motivator to bring you here. I am not sure, I shouldn't say that. Rather because there is some interest in your state. There is some recognition of need that you are aware of. Basically, if people do not recognize the need, then your ability to motivate them is very limited. Because that is such an essential first step. Now, people will say, "I understand the need" because now literacy is a national issue. I always figure that when you hear illiteracy jokes on television that now it is a national issue.

People are aware of it in the general sense, but that is not enough to motivate. It is someone else's problem. It is a national problem. When someone says to me, "Thirty million people can not read," I say, "I don't think we can do anything. It just seems so big." So our job as facilitators and consultants is to help bring that down to the local level. Because until that local need is perceived and understood the first step is going to be very difficult, and that is where we can help.

In this context, I want to mention a project that was done in the early Seventies through the Appalachian Adult Education

Center headquartered in Moorehead, Kentucky, and funded by the Department of Education. One of the key things they did was to have demonstration sites; they also conducted seventy-seven planning sessions across the Appalachian states. It was a two-day session and people said, "No one will ever come for two days. They will come for the first day, but they are not going to stick around for the second day." So this is what they did on the first day. They invited all kinds of community organization representatives, educational people, and library people. It was truly a community meeting, a town meeting, if you will. On the first day, they would only let them talk about the problems in the community. They would not let them talk about solutions; they would only spend the entire day talking about problems. Why? They wanted them to go home and worry. They wanted to let that fester. They wanted them to be concerned. What they found across these seventy-seven training sessions or planning sessions is not only did people come back the second day, they brought more people with them. It is this sense of not so much bringing Debra Johnson in and saying, here are the ten reasons you should be involved in literacy. I am talking about internalizing it, recognizing that maybe you did not know there was a problem, but other people did. Should they be depressed at the end? Yes! That is the AEEC (Appalachian

Education) model. The next day they work towards solutions. That is so important, and I will talk a little about that later. It is internalizing the need, bringing it home.

Gary Strong talked about how in a library he met the person who wanted to teach someone to read. For all of us we are going to need something that triggers for us some sort of response. Most of us are in the profession because, in spite of the move toward information science, most of us talk about a service philosophy. So you are trying to make that match between that philosophy, that reason we enter the field, and this problem, and this concern, but locally.

A couple of other things about the AEEC planning model you might want to think of in terms of motivation. First of all, in the second day every time they tried talking about solutions they immediately stopped and would say who in the group could do the first step? Who could get it started? Librarians from these sessions said this was very effective, because this was not saying I am going to get around it. This is saying in front of the community and the organizations, "I am going to do it." There was a stronger sense of, "I am going to take that first step". Now these did not all evolve into major literacy programs, but the communication was open. I think that is a very important kind of involvement

in literacy. So that sense of, I have committed myself in front of people outside the library, and now I have the reputation of the library to think of. The other positive outcome of those town meetings or those community planning sessions is, of course, the idea that now when someone calls me, I know who they are. I have seen them face to face. I don't know about you, but I have a harder time saying, I do not want to do that when it is someone I have met. I can visualize them, and the look on their face, and all sorts of other things. When you think about facilitating, planning, and I think more in terms of planning sessions, and not only training sessions try to build in some of these elements. We've got to get people to worry, and to be concerned, and that really will be our major motivator for us.

Now obviously related to all of that, you all recognize the value of training and continuing education as a motivator. I mean I teach in graduate school and we always hope that we are motivating people to do good things when they get out of library school. These are the occasions where hopefully you get people excited about the idea. To build that "esprit de corps" as well as of course giving them solid information, those realistic models, those first steps. I am so impressed by the tables out here, full of materials that have been produced by the various states and the local libraries.

Those are the kinds of things that we have as resources to use for these workshops. It is not just one or two people who have developed these resources. You are trying to build on that; we are all in it together, here is the information I need to do it. A sensitizing process is very important as part of continuing education or training. Now how you accomplish that will depend on your own style. Some people will bring in someone who has been through developing a literacy program and explain how it has worked for them. Other people don't respond quite as well to that.

For example, I did family literacy workshops. I have a book of cryptograms and I try to use it to get people thinking about the feelings and problems they have as they look at something which everyone should be able to read, say a children's book, and unable to read it. So think about those kinds of exercises.

It was interesting in a graduate school class that I teach in public services. I had this wonderful tape done by the State Library of Iowa (of which many of have produced your own and are equally as valuable). This tape includes interviews with adult new readers. I wanted to use it as a discussion starter. I put the tape in, show it, and of course, I am **very impressed** by it, very into it. I turn it off, and now I say, what does that make you think of in terms of the needs of this

group? A hand goes up, "Not very intelligent are they?" You need to provide the frame work, help them to understand some of these things before we depend on only one approach in terms of sensitizing. I am not a big user of AV equipment mostly because something about me causes light bulbs to burn out, and machines to stop. But also I always want to use those as a support, as a way to further illustrate the kinds of things you are given at workshops. Again, we are back to that thing of motivating. Things that appeal to you as a way to sensitize or make you feel more committed will not always work for everyone else. So try to build in a multitude of approaches if you can.

Now another concept, I am not so sure I would call it a motivator, is that I am struck so much as I work with librarians about how there is the sense of isolation in what they are doing. This shouldn't be hard for you to understand. Most of you have one person per state here. Do you feel isolated once in awhile? That is why you are here. I don't think Shelley has this on her objectives, but I think we hope that you will feel because you have met people, you have talked to them, you know them a little bit, that you will feel free to pick up the phone and call other people. Well, you take a library where you have one person that is in charge of the literacy program, or a one or two person library,

you have to realize that you get the feeling or think in terms of being very isolated. Maybe it is from having a six year old, but thinking about the buddy system is not a bad idea as a motivation. I don't know about you, but when I don't want to do something or I am a little nervous about doing something I always call my best friend and try to get her to go with me. Think about your own behaviors. One way to help motivate is to give someone a partner- someone to bounce ideas off, someone to be there. This does not have to be a major advocate for the program. It can be someone that can help the person who is working through it, trying to work through it, trying to keep that spark going. So think in terms of matching people up, providing opportunities for regional meetings where there is a one person library or a one and a half person library. Twenty miles away there is another one person, one and half person library. You can somehow help make those matches. Because we do need someone to talk to about this. And trying something new, I always like a back up. So try to think of a very simple concept of the "buddy system" and how you can do this. Some places have tried the concept of training the trainers. At the state library, for example, you may be trying to do some special training sessions, or information sessions for people around the state. Who then is a little closer and can be more of a chance to be a buddy, if

you will, to someone in that same area who might be interested? Other states, may serve as that buddy depending on how they are structured, or how much you have done. In our state we pull out some of those realistic models, so when people are looking for someone or we know someone is interested, we say, "Call up so and so at that library down the road from you."

There are a variety of ways to build those links. Do not overestimate the value of, it's easier to face something with two people than just one. That is a real challenge for you, because so many of you have lots of libraries that are very small operations. It can really help move things along.

Now another argument we often hear for not being involved in literacy is that it is non-traditional. I want to say to you that some thing we have talked about in this field for nearly a hundred years should no longer be talked about as non-traditional. If you want an exercise or an activity, I can tell you where you can find this some other place. There is the literature. You can look at the literature of the last thirty years and see that this has been a constant service, a constant theme. And now we are refining, and unfortunately in many cases re-inventing the wheel. That is why it is so wonderful to be here and see all the materials. We can improve on it. This is

Now another argument we often hear for not being involved in literacy is that it is non-traditional. I want to say to you that some thing we have talked about in this field for nearly a hundred years should no longer be talked about as non-traditional

not something we invented in the 1980's. Libraries and literacy had been around historically, of course: The Peoples University, Immigrant Services, etc. But the more restricted view that we have now of libraries and literacy can be documented and followed. Because it is there, and there are lots of products: Hyatt and Drennan in the 1960's, Bernice McDonald. In the 1970's the AEEC projects, Helen Lyman, and of course in the 1980's we have a whole new and larger group of players. The first thing ALA did on "Libraries and Literacy" was a fact sheet

in the 1960's. This is not new, this is traditional. Isn't it time we mainstreamed it? Somehow it helps us move away from that argument of, "Oh, it is one of those special services." Gary did a very good job of illustrating a point that we are very interested in as researchers. What contributes to success? It is the programs that are institutionalized that are not out here some place else. Ultimately, as we try to figure out how to make these programs institutionalized, that will be the biggest motivator. People will start talking about, here are our services, here are our basic services. So it is not new anymore. Let's not keep talking about this new wonderful idea. It's there.

If you want to get a sense of the literature in the report we did for the Department of Education, it is coming out. It has almost a forty page, single spaced bibliography of the literature about libraries and literacy since the early 1960's. It is there, it is there for us to use, to change our way of talking about libraries and literacy.

Interestingly enough, I think another motivator can actually be a new twist, shall we say or a new topic. I see Carole Talan is going to be facilitating a group on family literacy or intergenerational literacy. I am amazed when I talk to groups, how it brings together a much richer audience in the sense that we bring together children's service people, outreach services,

young adult librarians, adult services, as well as people from the adult education field. In the six or seven family literacy workshops we have done, in the last six months, easily a third of the audience is not from libraries, but from adult basic education or literacy programs. It is bringing out a broader base of support. If you think about the idea that we need to institutionalize literacy services more carefully, an approach like intergenerational literacy does bring together the children's people, the adult services, the young adult people. The odds are already better that it is going to be more a part of that library, or more owned by that library. We are having a session this afternoon, and we can talk more about the details. But there is a lot of appeal to helping children. We are not talking about the traditional services, but this can be a powerful motivator for librarians as it is for adult new readers who want to help their children. Do not forget this concept. It is not a cop-out from doing the remediation kinds of things, it is a way to move into it. Think about that one in particular as we talk about it this afternoon. Consider that as the potential to be a very powerful motivator.

Now, I am almost done. I will give you a chance to talk. You are going to be talked at so much today. I have two more things I want to mention.

To me a key motivator seems to be: make it easy. I am lazy by nature. In fact our idea of a good Sunday afternoon is to play something we call "Slugs on Parade" - which is to try not to move any more than possible. That is hard now that we have a six year old. It was a lot easier before we had a child. Well keep in mind again what if I have to start from scratch, if I have a blank slate? I have a very hard time writing, when I face that computer screen and there is nothing on it. You all are in the business of making things easier. What I am talking about here is creating more of the cookbook approach to literacy. Lots of recipes, a little spice, lots of techniques. Such things as- here are the people you can contact or here are the reasons why. Give them the ammunition if you will, to go to administrators, to go to the city council. Paul could probably speak to this, in the California Literacy Campaign. For example, by promoting sample letters, sample publicity pieces, so that you are not always starting over. I remember the fear of starting over, of course, is making a big mistake. We were producing some bookmarks for the literacy program (that is another issue about the print orientation) and the person we brought in said that there was something about this that just does not seem right, but I can not put my finger on it. The bookmark said, "If you can not read this, call... "

Those are the little things that we are so used to dealing with in print that it would help if we had some model, something like clip art. I think of all the money we spend for National Library Week, promotional packets, and summer reading programs. Many of your states do a whole campaign where people can buy things; posters, book marks, tapes. We have lots of examples of things out there and we could develop the same thing. Give them as much as we can. I am a big list maker, and so I like a list in the front that says here is 50 things you can do. Why not do this one first? Make it easier for people. Yes, we are librarians we can search the information out, but why do we keep doing that? You all have collected a great deal of it.

Recognition as a motivator

Finally, I guess I would say a very important motivator is recognition. When I teach management we spend a whole day talking about motivation, and this is the one that comes up again and again as the one that people value as a motivator. Aside from money, it is recognition. Now on one level, of course, we could motivate with recognition by talking about awards and certificates. However, I am really talking about a broader based recognition. Do you have state newsletters where you can feature what a local library is doing? Do you have conferences or meetings

where you bring people together and let them share the wealth? I am always impressed by Frances De Usabel of Wisconsin. This is a state that has never applied for a Title VI grant. This is state that has never committed special state funds. But there is a large amount of literacy activity going on. What Frances does so well is she is always giving recognition. She is always talking about this program or that program, or the one down the road. Not awards, not certificates, but it is steady. People know when someone calls and says, "How should we do it?" Frances will talk to you and she will say, "Here are three places, give them a call." If you want to know what is a motivation to keep going it is having someone call you and say, "I heard you are doing a good job, what can you tell me?" So again, it does not have to be a big awards program. It does not have to be a big conference, but it has to be steady. You have to mean it, and you have to let people know that you know what they are doing. They are all doing different things, and it is o.k. to do different things. Think of how you respond to recognition and build it in. That is one of those things again you can do without a lot of funding. You can recognize people.

I am sure that this is an incomplete list at best. I hope that in the next few minutes we can add some things to this blank sheet of paper about what you

think can motivate libraries. But we are talking about changing behavior. I wish I had a nickel for every diet program I have been on. I wish I could get my husband to go use that rowing machine that we had to have because we were going to change behavior. I wish I would go to library programs in the evening. But that is not part of my behavior pattern and so it is very hard to change. This is not simple. There is not one thing. We are changing behavior. Think about yourself, what you do and how hard it is for you to change. Perhaps we can have sympathy, or being empathetic, shall we say? That will be one of the best motivators. We need to tell people we know it is difficult; we know there are barriers; we are here; let's work toward it. So you are trying to change behavior. Not only of individuals, but of institutions. That is what California was talking about, by trying to get the institution to own it. It is a big project.

A couple of other parting thoughts. One that we have to think of in terms of short-term and long-term motivators. Starting these things up and letting them die in the long run may be doing more harm not only to the individuals, but to the image of the library. So I put that forth-think in both of those terms. The short-term getting people started, and what about the long-term keeping it going. Both are very important.

Finally, as a researcher we look for all the reasons why libraries do these things. The bottom line is, and it is hard to show in research there it is a difference made by **one person**. They are catalyst, they are enthused, and they move it forward. Those are the kind of people you want look for, that will help do you do the motivation. That is what we are talking about, one at a time. Laubach talks about each one teach one. Well each one **motivate one**. That is really what you are trying to do, one at a time.

I tried to put this in the context of the individual, what makes you do something? What makes you go to your job? I guess I am asking you. ... well I've thrown out some thoughts.

Comments:

Judy Rake: At our Illinois pre-library White House Conference I saw a librarian who said, "I don't know why libraries are involved with literacy", and I didn't know what to say. It is still frustrating. Where have they been the last few years?

Johnson: It sort of brings it down to the local level. Yes, they know there is this big problem. It is that sense of bringing it down to the local level. Yes, it's that behavior we are trying to change that says libraries are for readers only, or we've got to give up this literacy program-it's too popular. When was the

last time we could say that, especially in the area of adult programming? I always think one enthusiastic person can help move people. It is not going to be instantaneous.

Donna Calvert: One of the problems we've run into in West Virginia is we have a new, business governor. Everyone from education to libraries has been asked to be accountable. The big word is duplication of efforts. Any one who wants money for literacy, well that is considered just a duplication of efforts between school systems and the Department of Education. What happened is they did not appropriate the money for the JOBS bill that has education attached to it. Now there are all these federal mandates and there are dollars attached, and libraries have become very popular because we are willing to do it.

Johnson: Duplication of efforts. That idea of trying to illustrate that it is not duplication. The other frightening thing is we really do need duplication, but what we're really talking about here is not duplication but customization for the audience. That is the complexity of it all. Let me throw something out, that principle of transfer of trust; it is the idea if you are approaching someone to do workplace literacy. "Why you?" "I don't know you? You're the library." You somehow need to build in a partner that can to go

with you or speak to the audience you are trying to reach. What better way to get a business partner to go with you? It is always a problem with duplication because the problem is so big.

Riki Sipe: Our Title VI money in Fairbanks (Alaska) enabled us to reach adults who needed to improve reading skills in a non-threatening way; we didn't go in with our volunteer reading approach. We did two different programs in churches for adults reading with kids. Both the adults and children benefited, but the adults and children needed to read together. That was not a duplication, but it was real hard to explain to people who are not in the field.

Johnson: You bring up family literacy and that connection. That is going to be a place which more obviously comes to mind for us in the future.

Rod Macdonald: Speaking to that duplication problem, it seems that one of things is we don't use library as much as we ought. It is the great advantage which the library has in terms of neutrality. We are not threatening to anybody. We have that strong, strong tradition. What you find in programs that serve people who have not have some of these experiences is that they will come into a library for the same service. I run a program in the state of Michigan which deals with dislocated, un-

employed state workers. Everyone says, "That is duplication of effort. What is the library doing that for? We've got employment agencies that do that." The fact is it is not a duplication of effort. We are getting a portion of the population which has been to all these other institutions and has not been able to get the help they can get in the public library. These people are coming into the library. I don't think we take advantage of that. We are defining our market segment. You can point to people that you know aren't being served at community colleges or who aren't being served in Adult Basic Education (ABE) programs or who aren't being served in volunteer programs.

Johnson: Part of this defining the market is to bring it down to that principle of simplifying it. This also helps to break that problem down to something manageable.

Barbara Humes: I'd like to qualify Rod's remarks. We do hear about the library being neutral and non-threatening, and to a large degree that may be true. Do you have any academic studies on this? We toss that term around quite freely, but a library can be quite threatening.

Johnson: Picture our libraries with big stairs. It is an educational institution. One of the best things we do is to bring people in the front door. We don't know for sure, but one of

things we've found in a series of interviews with adult new readers is that they put the library on a pedestal. How long has it been since somebody put your library on a pedestal? We talk about wanting to bring it down. It is a place I can't come in and use. One of things I keep wishing is a question that we would ask, "Did you use the library before? What did you think about the library?" They also talked about, "I came when I had my children." I'm familiar with all of those.

June Eiselstein: I think in some communities the library is seen as a less "turfish" place. That adds another aspect to the neutrality. It can bring those agencies together if it chooses to accept that role.

Johnson: That can actually be a motivator when you facilitate a meeting and you see all those agencies that will come. I'm glad Rod used the word **neutral** instead of **objective** because we are not objective about literacy. In no way are we neutral even in that sense about it.

Frances de Usabel: I just want to put in a plug for the bibliography on Rural Literacy in Libraries (included in the Conference Briefing Notebook). It has the citation of the Appalachian Adult Education materials which are invaluable. They are available as an ERIC document.

The other thing I would like to say is in response to Judy's comment about the person who said, "Why should libraries be involved in literacy?" I find that many people are not aware of the extent of illiteracy in their community. A librarian within a library system in Wisconsin had been sent to a literacy conference and her assignment was to go back and find out about the incidence of illiteracy in her small town of about 800 people. She was amazed because she thought no one was illiterate. She went to the drug store and the feed mill and she found out that there were many people. When we talk about motivation, first we have to create the strategies where they find out that there is a problem. You can't take it for granted.

Johnson: I like that idea of the assignment with the funding to go and find out. That idea of bringing it back and doing it.

Comment: I'd like to speak to the duplication of efforts comment. One of the things that all of the various agencies involved in literacy has been to get together and to come up with a definition of how many people we think we are serving in Washington. We determined we are serving only 10% of the population in need of literacy services. We haven't got to the point where we combined, where we go to legislature saying, "This is how we want to address it." But at least we are all saying the same thing when

we go to funding agencies. It doesn't matter if it is duplication.

Johnson: I do have to throw out one comment about evaluation impact. The idea of using and correlating the fundraising and support to illustrate impact. I was struck in Washington at the Family Literacy Workshop when a woman in an Evenstart program said, "People asked me about impact and why I am working so hard? I said, 'I don't know what big a difference we are making, but these people don't have a prayer without us.'"

Sara Callaway: Maybe my timing is off, it is a problem in our state. Our libraries have been involved in literacy for ten or fifteen years. We have library literacy programs funded through the State Literacy Commission. Our new governor has just announced a new cabinet. The whole emphasis will be on developing skills. Through the State Literacy Commission we are going to implement the JOBS program, which is welfare reform, and food stamp programs. They are killing the volunteer programs. Library directors are saying, "We have got all these federally mandated programs, and we don't want them in our library. This represents a failing and we don't want this failing to be part of the library." So, I say there is a niche for you. The library programs are the literacy programs in their community. The state

agency is forcing them -either
you serve these students or you
don't get the money.

Johnson: It goes back to the
fact that mandates are never
motivators. I will say, however,
that in working with Adult Ba-
sic Education which is a pro-
gram with lots of rules and
regulations- It is amazing how
flexible they can be with the
right people.

Developing Community Collaborations

The purpose of this session is for me to share with you some of my ideas on developing community collaborations. But largely it is to give all of us the time to share with each other our ideas on developing community collaborations as we have practiced it, as we like to see it or as it currently exists. So I'm going to spend about twenty minutes sharing some things with you and then I'm going to work with you to facilitate some things with you. Tonight when Shelley calls the program people together after the dinner to come up with ideas, I can hand her this piece of paper which she can input into her laptop computer.

"Many hands make light work" was the phrase my mother used when ever she was trying to get her recalcitrant daughter to do work around the house. She would promise me rewards from an ice cream soda to a trip to the beach if I would just help her. Today, her tactics would be described as bribery or behavior modification depending on your perspective. I think literacy types like us need to deal more in bribery or behavior modifications when we're talking about community collaborations. When it comes

to delivering literacy," many hands can make light work" under the direction of the able person known as the "literacy type". Although it's true no one can be against literacy, and all say it's a shame and feel an obligation to help, the trick for us "literacy types" is to harness all those good intentions and modify all those individual behaviors or agendas into effective group action for literacy. Every community needs a creative organized workaholic otherwise known as a "literacy type" to develop and manage community coalitions. To give you some background and explain our state and perhaps to reinforce for you as you talk to people, your cohorts in this conference, I'd like to say that every state handles things differently. One way isn't necessarily better, but we all need to work within our own state and for those goals set for our state.

In Illinois, the Secretary of State Literacy Office and the grant program that we administer operate from general revenue funds. They are part of the State Library appropriation and budget. This year, for example, we have five million dollars which we are granting to adult literacy programs

Judy Rake
Illinois State Literacy Office

throughout the state. A large part of the success of the Illinois Literacy effort has to be credited to Jim Edgar who as Secretary of State serves the dual role of also being State Librarian. So we have a constitutional officer in Illinois who functions as the State Librarian. His leadership in Illinois has established a well coordinated campaign to reduce the illiteracy rate in Illinois. The funds that our office makes available to local programs support a variety of delivery styles and delivery systems. For example, in this fiscal year, of the 92 programs that we fund, 34 are community based largely social service organizations which provide a lot of social support for people largely in an urban setting; we fund 32 community colleges or universities, 7 regional offices of education, 6 library or library systems, 6 nationally affiliated literacy organizations, 3 public schools districts, a county jail, an education sorority, a regional literacy council and a union consortia. The basic philosophy which operates is that we try to fund the program that can most effectively deliver the service and we do not mandate that the program being funded meets any particular category. Rather, we

take a look at what kind of services they can provide and how effectively they can reach the students.

Programs are funded on a yearly Request for Proposal (RFP) basis but are required as part of their RFP to really deal with the question of developing community collaborations or coalitions. In the funding review form twenty percent of the total evaluation on whether a program shall or shall not be funded depends on the ability to demonstrate how it coordinates and cooperates with other agencies in the community. Our review system is a Literacy Advisory Board of eight people who review all the grants and attach numerical qualifications to various categories. What we are asking for is not just a list of everybody they ever talked to about literacy, but who and very specifically how does this affect your literacy program in Illinois?

Those Literacy Advisory Board people carefully evaluate the ability to provide service. We also take a look at statewide service and one of our prime functions is to make sure we are not doing any overlapping or duplication of services. The Literacy Advisory board will not recommend funding two different types of delivery systems in two geographic areas thereby setting up some kind of turf battle. We do try to make sure that the geography is

covered. We have as many rural areas as some people but we take a look at the student who has problems with transportation. We put that literacy service as close as possible, and it is through libraries that we serve this element of the population. In the five years that we have funded literacy programs, we have placed 19 million dollars into the hands of local programs. It is almost entirely direct service. We do fund a literacy hotline, but we put it into direct service as much as possible which is coordinated with other services. One of the forms I handed out is a chart. I told you that I am not a librarian. I am educator, an adult educator. I have crossed the line. I sort of see that if I were a politician, I would be the compromise candidate in an election.

This chart explains how we try to coordinate funding so that community collaborations can become a miniature function of what happens at the top. The funding sources that you see listed here all provide some kind of assistance to literacy but we all function under different rules and regulations. So part of my function is to help programs access a variety of these funding sources and to assist them in figuring out how you decide what you are going to spend out of which budget and which rules and regulations will help you and how you can work with two, three four funding sources

to create this comprehensive program.

The funds this year have been expanded to include workplace literacy for the first time. We hope to achieve a long-range plan which will make this much easier to happen. In addition to public funding sources, our programs are encouraged to seek private funding. One of the questions asked on the RFP is to list those private institutions which have assisted either financially or with in-kind contributions. There is also a chart that shows when we started keeping track of funding which was made available to programs and how much the funding grew from 1988 to 1989. We are now into year five and we are encouraging fundraising activities. We have always talked about it but we are more specific now.

We have two reasons for doing this. Dollars are important, but more important, fundraising activities serve to blend community coalitions together. It becomes a physical way for coordination and cooperation to become active rather than passive and talked about. We ask these programs to list their sources of income and then we compile a list of fundraising activities that have seemed to go well. I see our office as the Benevolent Dictator. We have a variety of sources available for people but we do not impose on local programs. We offer assistance and a variety of sessions

that deal with fundraising because eventually we know that the kinds of dollars available from public sources will not be there. We need to impress on local programs the importance of seeing local support.

Because we operate out of the State Library and its budget, our office focuses on local programs. Our local programs operate in a variety of settings usually almost always headed by an educational agency with the library as an equal partner. On the chairs as you came in, you found a sheet which describes libraries and their function within the Illinois literacy effort. I work with the Illinois system directors and with the Illinois Library Association to try to assist libraries in determining for themselves how best they would function in the local community.

The chart gives the number of libraries in the system and the number participating. What we do with this information is make this available to other libraries. You'll notice there are two library systems which have a very small percentage of participation. I have used this device of gathering information to work more diligently and assist them in how they can be more involved and become the mediator between the library and the adult education or community based organization which is providing the educational part of the services.

What I have found as I talked to librarians is not an apathy, not a sense of, "I don't want to be involved in literacy," but a sense of, "I don't know what to do to become involved." I try to walk a very fine line between the educator telling them what to do and the educator offering some kind of assistance. In most instances when you talk one on one with the librarians and deal with a particular local issue you can easily get the library to become involved. In many of our local programs, the library is the site of the literacy coalition. It becomes a good vehicle for many who feel that education has failed the kinds of students we deal with in literacy, and I find that some of these people don't want to talk to educators. The media and the business and the other social service agencies are much more comfortable in the library setting.

Sometimes the reverse happens and the library really wants to help and the local education person is not really sure how to use the library. I go into that kind of situation from another perspective and help him or her understand. One thing I found is you have to go back and go back and go back.

Communication is not a one time situation. You can't go into a community and say this is what I think you should do. You have to constantly monitor what is happening and offer some alternatives to those

people who are putting those efforts together. Because I come from education I sense there is an understanding from educators that I am not going to sell them out. Our other collaborative efforts in addition to libraries revolve around family literacy and an attempt to put together a statewide collaborative organization or state level councils. I actually solicit the opportunity to meet with state level Headstart and Migrant Head Start. There needs to be a trickle down effect where the state level Head Start needs to talk to local Head Start chapters and say you need to get in involved in this. Local chapters need direction from the top.

I think we need to do more than go to State Level Rotary, Head Start and say, "You really should be involved in literacy. It's really a nice issue." You need to go in with: **bang, bang, bang, - One, two three four.** "I've thought this through. This is what our state effort needs. This is how I see your agency functioning. Which of these four things would you like to be involved with?"

I think this is so typical of the education and the library concept. You would really like people to do things but you haven't articulated for them or for yourself how they can help. There are many more issues. You need to come to them with a very specific issue. Although our current funding is available for adults sixteen or older, we

do encourage programs to become involved in family literacy. Not in providing services directly to the young people, but in working with Head Start, State funded Pre-K "at risk" coalitions. This is the harder of the coalition building - where you get two groups from different perspectives together. We've tried to do this with a group called Literacy Linkages. How does the person who is funded to do intervention with three and four year olds function with adult education and the literacy delivery system? We do have one Family Literacy program operating in Chicago which is the model of the Sharon Darling/Kenan Foundation. But basically our programs approach family literacy by working with the parent. In some instances we are actually turning the parent into a tutor for his or her child depending on the level of the adult. We find that appealing to the adult in this manner has gained us additional recruitment techniques. It is easier to walk into a program because you want to be a good parent.

We work with State Board of Education, and a different group called Department of Energy and Natural Resources. They realized they wanted to get into family literacy and that much of the material available was not relevant. It was written at such a level that people could not understand it. They wanted a vehicle to deliver this information to the lower level student.

Accelerated Schools network which is just the reverse of what it sounds like, is not for the academically able, it's for the "at risk" child. The philosophy is that rather than giving them less you give them more in a variety across the spectrum. You hope to raise the level this way. It's a state funded program. The Governor's Council on Fitness has something called Prairie State Games which is organized throughout the state in the summertime. Now they want to add some type of academic literacy function which allows one to acquire points toward an award in the Prairie State games with reading skills as well as athletic skills. This project is trying to build the concept of a well rounded personality.

We work with the Department of Public Aid, JTPA, Parents Too Soon, and Migrant Head Start: we provide information for each dealing in research type issues, funding possibilities but most importantly there is one specific thing we say should be accomplished by the end of each meeting. Talk is nice, brainstorming is interesting, but without action following it it's rather counter productive.

I'd like to talk about local coalitions. Whether your state literacy effort is out of a state educational agency, a state library or a collaboration of agencies, it is important to do coalition building for programs

at the local level. In the words of our Secretary of State, "State and local agencies can assist with funding literacy but the problem is best solved at the local level."

The most important thing we need to do is to make people understand this is not an education problem. If it were an only education problem, it would have been solved perhaps a long time ago. We need to stress the fact that it is an economic and social problem.

"The best vehicle for this is the coordinated effort. The most important thing we need to do is to make people understand this is not an education problem. If it were an only education problem, it would have been solved perhaps a long time ago. We need to stress the fact that it is

an economic and social problem. As Gary Strong said, it deals with the ability of the individual to empower himself and become a more productive citizen. Each community needs to evaluate its local program and plan for action before starting out to develop a coalition. Although I currently coordinate the Secretary of State Literacy Program and oversee the Illinois State Literacy Council, in another life I served as the coordinator for an adult program in Springfield. When I talk about coalition building much of what I try to do at the state level is to do what I found effective at the local level. My experience comes from what I learned, and I know what it takes to effect the kinds of changes which most local programs would like to see happen. Because I come from that background, when I go into a local community I'm sort of an ok person. They understand that I have been there. I'm not a person from that big office in Springfield. I've faced the same kind of frustrations they have. My function is to assist them and help them establish what they want the local coalition to be. One of the issues we have tried to stress is that we need to know exactly what we want and where we are going before we call a group of people together. The "many hands make light work" only works if there is a person directing it or a guiding principle directing activities of that group. Too many of us get a group of people together and

then try to decide what we are going to do. Most of the people at the local level come because they believe in literacy but are not sure what they can do or because their superior at the bank or their superior at the agency has said, "You will be a part of this coalition." I think when you start with this raw material, it's important that whoever is organizing it come in with some very specific things. They must have thought out carefully what the end result is going to be in order to see what is happening.

When I established the local council I had three issues that I as an educator that I could not deal with. I tend to look at life in terms of: **This is what is. What do I need to complement it? Who's got it, and how do I get it?** Ok, I can do the educational part. I've have the reading background; I could match the students and tutors and I could provide the materials and a place for this to happen. I am afraid educators and librarians share together a sense of how important it is that you talk about who you are and that your community understands what your function is. I think that is the one thing that educators and librarians share. We don't talk enough about what kinds of services are available because we live it every day. We assume all the members of the community understand us. Literacy types who spend all their time talking about literacy are always ap-

palled when they get a phone call, "I talked to eight people before I found out that there was anybody in Springfield who does literacy activities!" So that was one of my goals. How do I take this out of an educational setting? I can't do it. I'm busy in this local program training volunteers and doing the academic thing. I could get a group of people on the literacy council who could do public awareness of the problem and then set up very specific ways to figure out what kind of people would be there. The business people may not want to talk about literacy, but maybe they could get some money so we could produce brochures. My goal at that particular time was bus cards. That was an issue that I really wanted solved. For those people who came from the American Business Women's Club or from the civic organizations, I chose to use those people in public awareness as part of a speaker's bureau. I also found that when a person who is not grounded in education or libraries speaks, that people listen a little bit more carefully or from a different perspective. For example, a woman who is part of Altrusa and also serves as first vice president of the bank talks about literacy instead of the person who developed the program. For those people who didn't have money and didn't see themselves as public speakers, I used them in a variety of ways of passing out information in rural areas at

shopping malls or when they had an education fair. I tried to make sure that each of the persons who wanted to be involved in that coalition had a very specific thing to do. I would always offer suggestions and the people who were not truly creative but wanted to help would take suggestions. I could always count on some people who were creative to think up their own way which was just fine and wonderful. The other issue that I had difficulty with was developing the kind of brochure that I wanted. The local program that I worked in at the public library had a wonderful PR person and we used her expertise to develop that kind of thing. For the first time I think the library felt they did something besides buy a few books and set aside a table and a couple of chairs for the literacy effort.

Recruiting Students

My other issue was how do I recruit students. The issue was not recruiting tutors, that was easy. In fact almost too many people came forward at first and I had to find a way to use those people creatively. I found that contrary to what most people would believe, students who don't read do go to the library. Maybe not in large numbers, but they go to the library, and I found that by training the staff at the library to be aware of the sensitivity issues, and there were ways to identify and suggest to people that there

were opportunities to get some assistance. I was able to use the library as a recruitment. More importantly in that recruitment aspect were those social service people who served on the local coalition. We developed a couple of pieces of "sensitivity raising material". How does a case worker at public aid approach this person who has come in and obviously on Maslow's hierarchy of needs is much more interested in food than in learning how to read? How do we keep track of these people and know what sense of timing to use to approach these people? We developed a companion piece for the business people, who said, "You know, until I started thinking about this I didn't really think that any of our employees needed assistance? Now I see people doing things that you talked about. I don't know how to go up to that person." So we were able to develop some "sensitivity materials" and use the literacy council to implement those materials to increase the recruitment of students. We developed ways that the group could support the effort and supplement the public dollars it was working with. Here again, on the fund raising issues- you can really use those literacy people, the coalition people who have been used to doing that kind of thing.

One of my other issues was that sometimes when you try to explain to the community what it's like to be a public entity

they have difficulty understanding that you have certain restrictions. Once they understand, they are willing to help. The issue I use to illustrate this was at the time I was funded by The Illinois State Literacy Office. The JTPA was set aside for literacy and I had a problem that none of those funders wanted to help me with. What was I to do about students who need eye exams and glasses? None of those three funding sources considered that a viable use of their funding. I began to use the Literacy Council in this way. I tried to spend a lot of time planning and look at what had happened the year before, to go to the Literacy Council and explain straight out what the issue was. When they think they are part of it and effective, attendance will increase. What you are trying to do there will increase. I learned a lot of things by the seat of my pants that I am trying to help other literacy programs not to learn. I moved from evening meetings to noon meetings. I promised them one hour and I kept to it even when I had to tell the director of my program to sit down and be quiet because I promised exactly one hour. I learned that so often we need to come in with what we want, but we also need to look at the structure we created and meet the needs of that structure. We were getting thirty to forty people on a monthly basis. As they became more involved in the program they became more creative. One of things that I

did on a suggestion was at least quarterly to bring in some students and have them talk about their issues. My first response was, I don't want to make actors out of my students. I don't want to threaten their position. I began to understand that there was no other way for people on this community coalition to really feel and understand the emotional impact of this. When I went to students I was surprised by the number of students who were willing to discuss those issues and to discuss them far better than I ever could. They would then go on to say, "Is there anything else I can do?"

The other issue we need to deal with is that **Literate America** does not believe that **Illiterate America** is out there until they know it first hand. It is very hard to understand this kind of situation exists in our community and to get over the issue of how could it happen. I say, stop all the school bashing. This is not going to change anything. We have a situation which we need to deal with and we need to deal with it now.

So, developing the local literacy coalition is individual but it takes a great deal of planning on the part of the program. What you need to do is to develop a unified effort. The business community has a hard time understanding education. If you go into the business world and seek assistance and there are six of you all telling a different story, there is no end

to the story. They will not follow you anywhere that you might like to lead them.

You need to look beyond what you are doing and crystal gaze and see what happens if I do this. If I set these people on to an issue, what is going to happen down the line? With public awareness and recruitment of students and tutors, you better be prepared to have the system in place if you end up recruiting a lot of students. If the awareness recruits more tutors than students, how are you going to deal with that? You have to walk the fine line between positive direction and a mandatory "It is my way and I am running this program and you people will follow the way I'd like!" It is not that difficult to develop a sense of what they are doing is having some kind of effect in the literacy effort.

We encourage all kinds of creativity. Some of our literacy coalitions are combinations of various elements, some are strictly the literacy providers. We try to encourage them to be open. We serve as a mini-clearinghouse so if a new program calls and says, "How do you go about doing this", we can provide them with both print resources and the names of people they can go to. We have one literacy coalition which has totally divorced itself from education and libraries. We fund them independently. They get fifty percent from us and fifty percent from the local

community. They have really stepped out on a limb but have been successful.

We must build a consensus demonstrating to the information rich that it is in their best interests to make information accessible to all. With that accomplished, our job is to deliver information in a way that transforms it into knowledge, thus empowering all individuals with a say in their own destiny.

One of the issues that we try to get over is the turf issue when we talk about programs helping each other. I believe that in Illinois the people become less turf protective when they can be shown the advantages of cooperating both with themselves as individual programs and for the student that is involved. In reading about libraries with reference to their role in the in-

formation access issue, I came upon a quote from Rod Macdonald whom I met in the airport. I really like the quote. It was in reference to the White House Conference. Rod's words were, "Funding guidelines rewarding active partnerships between the library, education, human service and business communities need to be developed. We must build a consensus demonstrating to the information rich that it is in their best interests to make information accessible to all. With that accomplished, our job is to deliver information in a way that transforms it into knowledge, thus empowering all individuals with a say in their own destiny. If we can achieve this, we will give true meaning to the world public in the institution called the public library."

I think what Rod says about the role of the library echoes my philosophy of the role of community collaborations on behalf of literacy. Those of you who are here have at your fingertips all the kinds of resources that are necessary. What it takes on your part is this careful planning that I talked about and some kind of goal setting in conjunction with people in your own states. From my past personal circumstances, you will have no problem with local communities willing to follow you.

Shelley Quezada: One of the things I talked to Gary about

after his speech is that we can all be motivated but if you don't have support at the top administrative position level, it is very hard. We are talking about collaboration. It is not only enabling local programs to collaborate but how do we get our state agency staff to collaborate and work with us?

Rake: And that is difficult in most states?

Quezada: That was identified as an issue that a lot of state library staff were having problems with. However, most state literacy consultants do many things. It is one of our many jobs.

Sibyl Moses: I think we need to recognize that there are at least two literacy librarians who are chairs of their local literacy coalitions. Donna Calvert and Ellen Polhemus. For us they have been playing an extremely helpful leadership role in getting libraries involved at the state level.

Question: How did you handle the problem of funding programs with what the Department of Education is doing with its federal and state Adult Basic Education (ABE) money?

Rake: In Illinois, it is even a different kind of situation. In Illinois, the Department of Education money is only available to local education agencies. In order to avoid

overfunding one program, we try to fill in the gaps and spaces. A community based organization in Chicago cannot avail itself of adult education money. It is hard to go the legislature to make them understand the need for a variety of programs. What we are working toward in Illinois is not creating a new agency but putting this together, hopefully with a literacy type at the head, coordinating the effort. We are not going to be fortunate enough to continue to get increases. In Illinois, it doesn't seem to be that difficult. The libraries seem to work together with education. I used to think this wholeheartedly. Education should do the training thing and libraries should do the things that libraries do best. But now somehow I have come into the middle, and I don't think it is as clear cut as an issue. But you need to talk to educators because sometimes they don't understand that either. It is the whole communication. If we could ever get to the point. This kind of conference is great, but I think the educators should be here too. In Illinois, there is seldom that vehicle. And I don't always think throwing money at the situation will make it better.

Quezada: One of the ways I hope that we will do that next year is through a funded project which will develop community planning for both libraries and community agencies. We've identified six communities to participate in a year long process. We'll have people

representing human service agencies, family support systems, adult educators and the libraries. They will develop their planning at the local level and at the end of the year, they will be able to apply to the state library agency for an LSCA grant based on their planning efforts. Title VI money will be used to support this.

Carol Cameron: What happens when your Secretary of State is no longer your Secretary of State?

Rake: I gather you are referring to our Secretary of State (Jim Edgar). He is running for governor and will no longer be the Secretary of State. We are developing a long range plan. Perhaps the grant program will stay with the Secretary of State's office or a new entity would work to integrate these funds and he would take it right with him to the governor's office.

Comment: So it's secure.

Rake: Soft money is never secure. I think there is support for literacy. This year we have twice the number of applications for workplace literacy. This has got to be business-based otherwise it will be imposed upon you. You see in Illinois, we can sort of blend because I have worked with the Department of Education. I have built up a sense of trust.

How many feel a lack of support from your state agency?

Question : How many people do blind and physically-handicapped services? ESL? How many are the "many hat" people? If you are asked to literacy and you are asked to do all those other things it can put a strain on you.

Rake: What you are saying is that literacy is not a priority because there isn't a person who can do all of that.

Peggy Rudd: It is really different. Support at your state agency level, to me I feel we have that support, but there is another level of support. There are all these other players that are getting pots of money. That is where I feel the lack of support. Within our agency there is lots of commitment and lots of support. But it's at the next level where all this other proliferation, where everyone is running in their own direction. That is very out of control.

Ella Gaines Yates: The thing that is frustrating at the State Library in Virginia is that we do programs; we write up manuals. These people who have money tie in on the tail end of it. We had this one young man who came to our Board and the whole thing he talked about was what we were doing at the State Library. It didn't have a thing to do with his program. What we immediately did was to pull our booklet together so that our

Board could read about what we were doing. I've even had one board member challenge us once. She said, "But that wasn't your program, that was someone else's program" and I said, "I beg your pardon". We even had a member of our board, a top official in the Board of Education, who didn't know about the problem.

Rake: I went through that stage in my development. Whenever I go out to talk about literacy the first question I hear is, "How can people get through school if they can't read?" I say let's put it on the table. The school system is not the answer for all people. We need to stop the bashing and blaming and just deal with the situation and the issue.

Luncheon Address

Joan Seamon, Director, Division of Adult Education & Literacy,
U.S. Department of Education

Welcome and Acknowledgment by
Dr. Ella Gaines Yates, Virginia State Librarian

Introduction by Sharon
Granger
Library of Michigan

I was amazed when I looked at her resume, at the depth and breadth of her experience; she is a consultant, an author, an editor. She has been the director of many libraries, the least of which have been state libraries. She brings greetings from the state of Virginia and she is here to introduce the luncheon speaker.

Ella Gaines Yates
Virginia State Librarian

As state librarian I welcome you all to the Commonwealth of Virginia on the occasion of this most relevant conference on literacy. All Americans have concerns over the high rate of illiteracy in the United States today. Our concerns stem from different points of view and interests, but the concerns are prevalent, nevertheless. We share alarm over the causative factors in the past, where illiteracy proliferated under the socio-economic conditions of the time. We share alarm over the lost learning opportunities and disparities in resources today, and we share even graver concern for tomorrow. If the time we must fill today in preparation of our children and young adults, and the retraining of adults in preparation of leadership and work force demands in the future, then the future of our country is in dire need.

The need for literacy training in the United States springs from a multiplicity of factors. We are dealing with adult basic education, English as a second language, early childhood

education, continuing education and retraining, rural education, school dropouts, adequate education for the blind and physically handicapped, and inner-city educational disparities as well as opportunities. We are identifying and recognizing far wider constituencies with more dramatic needs than have ever been identified in the past. Our successes in turning this blight on America around depends on the time, the interests, and the sincere gut-caring that Gary talked about this morning that we are willing to invest in the process. Those of us present here have been very fortunate in the educational system, as we have achieved, but there are hundreds of thousands who have not. May this conference generate ideas, fortify our networking capabilities, and give us renewed strength to face the tremendous challenges ahead in working for a more literate nation.

The Commonwealth of Virginia is honored to have been selected as the state in which this conference is being held, and we welcome you all to return. For those of you who

are staying over a few days, if you can get down to Richmond where the state library is located, we would be delighted to see you. Now many of our national dignitaries spend their working hours in the District of Columbia, but reside in the state of Virginia. Thus I probably may call upon them, and frequently remind them that they belong to the state of Virginia and to the State Library where help is needed and accolades have to be paid. One such person is Joan Seamon, our speaker today. Joan Seamon was appointed director of the Division of Adult Education in Literacy of the United States Department of Education in October of '89. The Division of Adult Education and Literacy provides a broad range of services for the education of adults, including adult literacy programs, adult basic and secondary education, and English as a second language. As director, Mrs. Seamon is responsible for planning, developing, and directing the administration of adult education program and the Federal Adult Literacy Initiative.

Prior to joining the United States Department of Education, Mrs. Seamon served for five years as the director of the Literacy Office for the Illinois Secretary of State. In that capacity she directed the local adult literacy initiative, oversaw the establishment and administration of the state literacy grant program, and served as

liaison to national literacy organizations. Mrs. Seamon has also served as a member of the Board of Education, of the Illinois Department of Corrections School district, president of the Springfield Public Schools Foundation, and a director of the Springfield Central Area Development Association, and as assistant editor of the *Psychohistory Review*, an academic journal published by Sangamon State University in Springfield. Mrs. Seamon received her Bachelor's degree in government from Cornell University in Ithaca, New York in 1965. She attended Rutgers Law School in Newark, New Jersey in '72 and '73, and received graduate studies and legal studies at Sangamon State University. She and her husband are the parents of three children and they reside in northern Virginia. I give you Joan Seamon.

Joan Seamon:

Yes, Vienna, Virginia, home of the Patrick Henry Library. I've come from the land of Lincoln to the home of the framers of the Declaration of Independence and Constitution. We've been fortunate to enjoy and benefit from these two areas and the opportunities they have offered. Thank you for that kind introduction. The Department of Education always includes in a staff biography anything that has to do with education, and more often than not people will come up to me after I've spoken and say "What in the world is the *Psychohistory Review*?" I respond, "I was never sure." It is a pleasure to be here and I ask that you not take your nap on my time, not that I have important things to say; it's just disconcerting to see people dozing off. It's always difficult to follow the Capitol Steps. Also it's difficult to follow Gary Strong and I think what Gary shared with you, in his earlier presentation, is probably the only reason that I'm sorry to be where I am.

I miss very much being closer to the local program provider network. When you enter the federal bureaucracy you go inside perhaps never to re-emerge. And you deal with very complex and challenging issues certainly, and with an awful lot of statistics and bureaucratic recordkeeping. But you really miss getting out to

those local programs. Now, about as close as I can get is to talk with state people who still have the enjoyment of getting out to literacy programs. To me that was one of the most meaningful parts of my experience as the state literacy coordinator in Illinois. My new position is an opportunity I never really thought or anticipated I would have, and certainly not six years ago when I came to Virginia to make one of my first presentations on building state coalitions through state libraries. Were you there Gary? It was the Virginia State Library and I think the Virginia Adult Education Association or maybe the Office of Adult Education, and they were struggling with bringing those two agencies together and to get a coalition in place. We had just begun in Illinois. California, I think, was probably a little bit ahead of us. But it seems as though things have come full circle because now six years later I am back speaking to you in Virginia, about that same topic but how you have progressed! It has been an exciting and challenging six years for anyone involved in the literacy efforts, or adult education efforts, and I try to mention those in the same breath because they really are synonymous.

Though the term "literacy" has come to encompass virtually any kind of learning by adults, adult education for literacy is the kind of program that we are talking about and that you are

working with really, literacy and adult education. We tried to emphasize that when I came on board at the Department of Education by renaming the division, changing it from just Adult Education to Adult Education and Literacy. We thought it was very important to incorporate those two terms into everything we stood for --- the adult delivery networks out there at the state and local levels and certainly the Adult Literacy Initiative, which initially was the prime factor in making the public aware of the issue of literacy.

I also recall hearing Forest Chisman speak shortly after he produced the report *Jumpstart*, with which I'm sure you're familiar. And at that time, at the National Conference for State Literacy Initiatives two years ago he said, "The literacy issue has blown in like a summer storm; like a summer storm it will gather strength and peak, and then it will rumble on." And he cautioned those of us in the audience to take advantage of the attention that it was receiving at that time, to build and institutionalize our efforts because a new issue would surely emerge to take its place and the focus would no longer be on literacy. While his *Jumpstart* report was totally accurate, I think his forecast was not at all, like most weather forecasters, because indeed, that summer storm has gathered strength and continues to grow, not only in Washington, in the White

House, on the Hill, but also in state capitals, and certainly in local communities.

"The literacy issue is here to stay." There are certain aspects of it that we need to look at. There are certain roles that we are involved in that we need to evaluate, particularly if we move into the decade of the nineties, with a new national goal for adult literacy and learning.

And so there is somewhat less of an urgency to quickly institutionalize and I think a little more luxury for all of us to sit back and say, "The literacy issue is here to stay." There are certain aspects of it that we need to look at. There are certain roles that we are involved in that we need to evaluate, particularly if we move into the decade of the nineties, with a new national goal for adult literacy and learning. We know it's here to stay. I've really been

able to see the impact that a grass roots movement has had on that often lumbering federal bureaucracy and the response that it has generated, as I said, from the highest level of government (the White House and up on Capitol Hill). Everyday I see indications of this. I see it in the debate on the Simon and Sawyer legislation and on the Hawkins bill. I see it in the administration budget proposals which have a significant increase for adult education and literacy funding - 24 percent. I think overall the education budget increases are somewhere in the area of 4 to 6 percent. I see it in proposals for a National Literacy Institute on research and practice to pull together the basic skills program reserve information at the federal level. I see it in the domestic policy council deliberations on how to best coordinate federal efforts, to pull together that fragmented funding and fragmented programs, and those deliberations have just resulted in the establishment of the Taskforce on Literacy, which will report directly to Domestic Policy Council. Our office will be working with this taskforce.

I see it also in meetings on a day-to-day basis with staff from the Departments of Labor and the Department of Health and Human Services to look at integration of services. While this is accomplished at the local level there is a large federal role. Rules and regulations, data collection, performance

standards these and other components must be addressed at the Federal level, so we can guide you through integration of services in a client friendly system. I'm sure you're all aware of that.

And I see it too in the communication within our department of Education between program offices. Between our office with Evenstart, for example, between our office and the Office of Educational Research and Improvement, in which the library programs are located. This is a new direction, I'm told, and I can sense the commitment on the part of these other staffs to build making a viable system work that specifically addresses literacy issues.

John Kenneth Galbraith, Harvard economist, with whom you are probably all familiar, once said "There are two classes of people who will tell you what will happen in the future: those who don't know and those who don't know they don't know." At the risk of falling into either of those categories I would say I think it's safe to predict that state literacy initiatives will play an increasingly significant role in state policy and long-range planning, and that certainly libraries that are key players in the state library initiative will be called upon to continue to be strong forces. But probably they must also look at redefining and focusing what their role will be in the coming decade.

It's obviously well recognized that libraries play a major role in literacy initiatives. I sense some confusion, and in just talking with a few people here today, I don't know if this is on your minds as well, but in Washington I sense some confusion about what the role of libraries should be. These different points of view came out specifically at the meeting last week that the Gannett Foundation held for representatives of various federal agencies and national organizations to look at the direction of literacy in the coming decade. There were four people from the library community there. Cindy Garber and Sybil Moses from ALA; Jane Heiser, who's now with the California State Library, but before that was at Enoch Pratt Library in Baltimore, and Christina Carr Young from the National Commission on Libraries and Information. Each one had a different idea about what the focus of libraries should be, and I was struck by that fact. Rather than repeat to you what the federal government is doing, I would like to offer, our perspective as a program office in the Department of Education: Where do we think the focus of libraries should be just from our perspective? And where do we see a need that we think that libraries, and particularly state libraries, can fulfill?

The 1988 comprehensive report on libraries and literacy, which

was put out by OERI, the Office of Educational Research and Improvement, clearly demonstrates roles that libraries play, and as you know from your work, there are a great number of activities that local libraries are involved in. But they basically fall into three categories: literacy instructional services, literacy materials, and literacy support services. According to that report and to state libraries with whom I have talked, the role of literacy instruction is the least pervasive; the activity that is least offered through libraries. And I think there is a good reason for this. In the field of adult education, community colleges and public school districts are the major providers of direct instructional services to adult students. Community-based programs, particularly in metropolitan areas, probably follow as a close second, although their capacity is not as great. The exceptions to this, usually occur where either there is not a traditional education agency to provide services or it cannot extend its outreach that far, often in rural areas; or when an education agency for some reason or another cannot adequately provide those instructional services. Jane Heiser talked at some length with us about this. She cautioned that any library undertaking a direct service or an instructional role within its community use caution in assuming this responsibility. In many cases those who attempt to take on this particular ser-

vice, in an independent way, oftentimes have difficulty maintaining either constant funding or credibility.

Providing literacy materials is the second role. Obviously this has been a strong and natural one for libraries. It's really an extension of the sort of things that librarians have always been involved in, and it's certainly something that's much needed in the literacy effort. collections for adult new readers, curriculum support material, and resource documents. But most often the role of libraries seems to be involved essentially in literacy support services: information and referral of students and volunteers; providing meeting and training space, funding and running programs for volunteer tutor training, providing office space for literacy volunteer organizations, and you know that the list goes on and on.

Local libraries respond to the needs with their specific community, be they demographic, geographic, or what that particular community needs. This has worked well. It has worked extremely well. This variety in different kinds of services provided by libraries works well. And so why, then, is there some confusion as to what the focus of libraries should be in the coming decade? I think that the debate will involve perhaps two different things. The first is that the library involvement in literacy, the active, the proactive involvement, has general-

ly been funded through specific special appropriations, or in many cases foundations or private sector grants. This type of funding support is usually typical of short-term ventures or special projects. The activities that are funded under these kinds of grant programs are intended to be models- to be demonstration projects that hopefully can be replicated. Yet in many states this is the kind of funding that supports the entire library effort in supporting literacy partnerships, be they statewide or at the local level.

Cindy Garber, who was at that recent meeting at Gannett, probably put it best. She felt that libraries must become proactive in their commitment to literacy by setting a literacy agenda that is built into their budgets and into the library's long-range plan. And so I bring that to you for consideration as noted by the American Library Association.

The second reason, I think, for the debate and the confusion, when and if it exists, on the role of libraries is the perception that no one recognizes how important libraries are in the literacy effort. Now I must tell you, I hear this from adult educators - that no one realizes that we are a strong element in providing literacy services. I hear this from volunteer groups. I hear this from community-based organizations. And I'm never quite sure who is sup-

posed to be doing the recognizing and I tend to think that it is because of all of the media coverage that perhaps this is the mindset that people have. The media usually highlights only a small part of the total delivery system.

Certainly the role of libraries has been recognized, but it is not a single, specific, focused role, and perhaps because it involves different kinds of activities, librarians often get the feeling that their impact is not recognized. If indeed that is the way you feel, you are not alone.

But I would like to make a suggestion; not a radical suggestion, but a recommendation that really goes to the heart of what libraries have always traditionally provided. There is no more critical need in the literacy movement today than that of information processing. I challenge you to consider that as a focal point of future efforts, particularly at the state library level. I know many of you have activities that are involved in information processing. Since the literacy network of providers has expanded rapidly, resources for the development of literacy program services has increased dramatically, certainly at the federal level, and certainly in a good number of states. Public awareness efforts have focused again, in business, labor, and many other sectors, on the literacy issue. But information processing really has not kept pace. Who in communities are

providing the services? What do their services encompass and how can clients access these services? Also how can the general public and the different sectors acquire more information on what those services are? Certainly in Illinois that was the most often asked question. We get that same kind of questions here in Washington. At the state level and at the federal level there is no single source of information on evaluation of projects or specific programs, or simply a catalog of what is going on in the field of literacy. Each agency catalogs its own separate and individual program. No agency to date, no single entity, has pulled all of that information together, and it's becoming critical for two reasons. One is the increased public awareness of the issue largely from the ABC/PBS series. This year it will be on workforce literacy. ABC and PBS representatives came to a meeting in the Department of Education with the Secretary and the Undersecretary with wonderful plans for the type of programming that they would do. They wanted to highlight adult education and literacy as the Adult Education Act celebrates its 25th anniversary next year. They said one of the needs in the programming was to identify the point of contact for information on literacy programs. No one had an answer. We could provide some of the information through our workplace grant program on the 37 projects we

fund. The Department of Labor could talk about JTPA programs. Different state adult education directors and literacy contacts could talk about what they know of workplace literacy efforts in their state. But no one has a broad base of information. It sounds simple. It is not. I know in Illinois we tried to pull together a directory of services provided. It is an ongoing, full time job.

But I cannot imagine a more constant player in the literacy effort who is more capable of doing this kind of cataloging than state libraries. And it's not just cataloging of service providers. We're cataloging a new kind of innovative program; the workplace, the family, the immigrant, the migrant, the education for the homeless program. What we also need, I think, is research and published information on community coalitions that exist in each state. Now I know you've been around and around on this. People have talked about common elements. As yet, various departments or agencies within the state receive information on programs. No one receives all of the information that exists on community coalitions. Not just how they were put together, but now, after having had five, six, seven, sometimes even ten years of coalitions that have been up and running, what are the ones that have succeeded? What do they look like? What kinds of barriers have they encountered? And for those that

did not meet success what happened along the way and why? Again, I feel state libraries would be an excellent source for this kind of information to be disseminated.

Another area, and I know you'll sigh and give me looks of dismay, but there is no cataloging of information on funding or assistance from both the public and private sectors that exists. I can tell you what the Department of Education does, the Department of Labor can tell you what they do, Health and Human Services can tell you what they do, and those state agencies that receive literacy funds, again, can each focus on their source of money. No one has that information across the board and certainly no one has compiled information on private sector opportunities for funding. Again, it is a re-searching, a cataloging, a turning around, a dissemination of information. These are the kinds of questions that literacy offices throughout the states are being asked, and to which they do not have the answers. The library seems to be an ideal location for this to take place.

In terms of building the information systems and doing the information processing -- when I was in the state library, (and hindsight is always great) I wish I had worked more closely with our reference librarian, with our information services librarian, with our research librarian. Perhaps you have

made those connections. We were always terribly involved in the program and the library development part of library services. I overlooked the excellent resources that I had working down the hall from me, in terms of assisting in this collection and dissemination of information. For those of you who have not considered that aspect of expansion in terms of partnerships within your own agency, I would urge you to do that. I have had a unique opportunity to work with the library program here in our Office of Research and it has been a broadening and most helpful experience.

There is one other area, and that is coalition building. I would urge you if you have not already done so, to look at parallel coalition building.

Traditionally libraries throughout the literacy effort have done a great deal of coalition building with provider networks and you have been the catalyst for cooperation and communication. You have been the people not so concerned with the turf issue and brought together providers of all different varieties so that they can begin to work together. I would urge you to do the same kind of thing in the public sector with staff from other agencies. While many different agencies sit on the statewide council, I believe truly the focus there in most cases is on the provider network. Sit down with the other agency repre-

sentatives. Talk about what their programs are doing, who their programs are reaching, and how you might work with them to collect database information that you can in turn disseminate to people who need to know how that system works and how it can begin to integrate services.

There is little doubt, I think, that there will be a national clearing house of some sort established at the federal level. I certainly hope so. It is needed. But as I said it's going to have to build upon something. It's going to have to turn to the state level, to someone who can provide the information to form a foundation for the beginning of a federal database, let alone for research and evaluation information.

State libraries can be a critical contact point for this. As I said I urge you to take a new focus, to take a new look at providing strong support in an area where traditionally libraries have been the leaders. It has been a delight for me to be here. I hope our office can be of assistance to you and I'd be happy to take any questions.

Betty Scott, State Library in Florida

Q. "I would be remiss if I didn't say something at this point because I think that I was fine until you threw cold water on what you saw as the role of public libraries. The fact that

you don't see public libraries as a direct instructional provider, and I totally disagree with that. I don't know where you get your information but I think that we represent at least 48 states in the United States. In my state of Florida over a third of the instructional programs that work with adults who function at or below the fifth grade reading level are in public libraries. It bothers me that in your position of leadership you have the opportunity to break up any local, and when I say local I mean state level misunderstandings. We have really tried to make a lot of inroads in working with adult education people in getting them to see that we are a viable alternative education group interested in working with literacy and with people who can't read. In Florida, the way our adult education system is set up, they cannot work with people who need one-on-one assistance. They cannot get their funding if they do not deal with big numbers. We're not interested in big numbers. We're interested in trying to meet the literacy needs of the very low level people, and we do that better than anyone else in Florida. It bothers me.

Seamon: I understand what you're saying. What you're describing to me, the one-on-one tutoring going on in libraries, is what I would describe as a support service. Adult education programs involve more than one-on-one

tutoring as a total instructional program.

Scott: I think it's a matter of definition. Support to me means collection development, space for tutoring and training, it means referral; it means publicity and public relations; it means just that: support. Direct instruction means that you have somebody that's qualified to recruit trained volunteers, place them with adults in need of assistance, do matching, testing, and follow-up. That's direct service to me.

Seamon: And you've worked with local education agencies?

Scott: Yes. And I think that if you take a show of hands here, you'll see that it's different from what you're talking about.

Seamon: Then we're talking about two different things. I'm sorry, Your name is?

Scott: I'm Betty Scott and I'm at the State Library in Florida.

Seamon: We're talking about two different things. There are libraries across the country, and I'm using the term "support services" now, for those who work closely with education providers, in referral and cross referral, and specifically one-on-one programs that the library provides on-site or off-site through your library's programs. Support staff for those programs, correct? And you've worked in cooperation

with the local education agency, public schools or community colleges. Let me go back to your first statement, then when I talked about direct instructional services. Where do I get that idea? The American Library Association and librarians who state the mission of libraries is not direct instructional services. It has always been educational, but not direct instructional services. So if you ask me where I get that, that's where it comes from. Now to answer your question about direct instructional services. Yes, I would feel direct instructional services that provide total educational services to adults are within the mission of the traditional education system, within the mission; I'm not saying anything other than within the mission. Not within the mission of libraries and the library contribution from this perspective to the literacy effort has been to enhance and expand those opportunities by working in cooperation with education agencies. That's what the perception is. I am not saying all instructional services in libraries don't belong there. I'm talking about major missions of a library vs. an education agency.

Ella Gaines Yates: If she talked to practicing librarians, I think she might get a different perspective than those who are looking at the total picture. From state to state to state you will find direct instructional services going on at some point

within that state. Some of it is reciprocated by the state libraries. When I was director of the Atlanta Public Library, we were part of a State Consortium. In Atlanta all of our staff that worked with those services were trained to work one-on-one as literacy tutors. That was a part of their program. We found that the schools were not committed at all to teaching the young children in the summer. We got the Board of Education to open a summer school in the remote areas where they didn't have libraries, and we had librarians with an education background who were doing remedial work with students, and their reading was at the same kind of thing as a class. I think if you work state by state, you would find that the library ends up doing a lot more in direct educational training and we are educational institutions.

Seamon: But your mission is not providing educational...

Audience: (Interrupting) Our mission is what we define it to be.

Seamon: What I'm telling you is what the American Library Association and your representative... The only point I'm making is there is a difference between a mission of a community college and a school district and that of a library.

Sibyl Moses: I think what you heard at that meeting of the Gannett Foundation was that

there are many ways of providing literacy education. Now that may have been misinterpreted as not being our mission, but it was very focused. What came out was one particular thing. It depends on the community needs and libraries are definitely dependent on the specific needs of their community. Oftentimes it comes in the form of direct instruction, other times it may come in the form accounted in the discussion, but libraries throughout the nation are involved and that's what you heard at that meeting. And I think the four people that were there were coming in different directions, showing you that diversity of services.

Seamon: And I couldn't agree with you more. Absolutely. And that's what I heard. I also heard libraries are not recognized for their contributions in the literacy effort and it is time to give them recognition. At least we agree on one thing. But I think we're saying the same thing.

Audience:
No, no, no! (Strong disagreement from the audience.)

Paul Kiley: Libraries in California provide adult literacy instruction as part of their mission and service. That's what they do. Now, libraries in California are ineligible for JTPA money, as recipients of JTPA money, as co-applicants of JTPA money. There's a sentence you use that

the legal counsel at the Department of Labor uses, which is a library is not an educational agency, which is baloney, and that the library is not a community-based organization, which is baloney. The Department of Labor says that we are neither one of those things. So I have one thought today. I was going to bring to you before the cold water incident which is this, I was going to ask you to bring forward to the Department of Labor, to Elizabeth Dole, and to other people, the insertion of the word "library" to the Job Training and Partnership Act, as "legitimate providers of educational services." They should be eligible to be co-applicants or recipients of JTPA, which they are denied because of the simple absence of one word.

Comment: But there is a legal basis to this too. In 1895 (Essex vs. Brooks), a Superior Court decision was made that public libraries are educational institutions. And I suggest that the U.S. Department of Education and the U.S. Department of Labor do some legal research. Public libraries are educational institutions. The court case already exists. Public libraries are educational institutions. Period. So the law already exists.

Seamon: And you think that this should make libraries eligible.

Audience: Absolutely. Or at least make them equal partners or co-constituents.

Seamon: I just want you to be aware of what you're saying in terms of accessing any types of educational funds, and I want you to think just a little bit about the various education programs funded not just through the federal government. We're six per cent of all education programs. We're a tiny piece. I want you to think about your state programs and accessing state funds at the state level. If you feel this is important at the federal level you can appreciate how much more important it is at the state level. And we don't provide any barriers for you to access that money at the state level; state funds are disseminated under state statute. So what you're saying to me applies to the state level.

Betty Scott: From the top and it bothers me because in our state, and I'm sure that this is true in a number of other states, the fact is that we have this huge crack that adults have fallen into in the educational process. These people that function at or below a fourth grade reading level. That is the way our state adult literacy acts is written. Our state adult education program, the priority groups are the ones that function at or below a fourth grade reading level and then the fifth through eighth in the priority of funding. But the way the educational system is set up, they are totally group-

oriented. They send a teacher to a class that's got to have X number of students in there before they can send a teacher. But I'm talking about all over the United States and all those rural pockets, and churches and all these places where you have committed, well-trained volunteers working one-on-one to help that person get to a point where he or she can make a smooth transition into the formal setting. The adult education program is not set up to work with those people, the hard to reach, hard to teach, that our library programs are dealing with.

Seamon: Yes, I've heard this time and again for five or six years and some of what you say is true, but just as libraries are not all the same, adult education programs are not all the same. And there are indeed any number of excellent, flexible, effective, and accountable adult education programs and where we have, I would think, at the federal level some problems in terms of opening up funding to all types of agencies. One-on-one tutoring is no problem with library outreach and tutoring programs in areas where there is a need and there is not another agency that provides that service. And I stated that earlier. But where there is an education agency present, a library's role, according to ALA, and according to the information we received from reports on library funds, has

been to provide support services, not direct instructional services.

(Strong disapproval from many people in the audience.)

Audience: We have the ALA person right over here.

Sibyl Moses: ALA does not have a statement saying that about services.

Seamon: Okay, you have two different points of view about ALA. Although we disagree on some points, I believe in what you're saying. Just so I know there's understanding.

Debra Wilcox Johnson: Joan, I just want to say one thing, as one of the researchers in the study that you cited. That is a report of number of activities that did not say that this style of delivery service was better or worse than another, and I should also point out that instructional services across that role is among the lower, but in terms of each of those activities, it's not. It's other kinds of things. In fact, it's somewhere between 25 to 35 percent and that study is now four years old. That is a significant contribution. We don't want one solution. We want a multitude. We want to encourage. We don't want to discourage.

Seamon: I agree. And we don't want one solution in adult education which seems to be synonymous. The study was

1988, two years ago. The '88 study indicated that the least amount of activity occurred in instructional services.

Debra Wilcox Johnson: As a whole, in general, a group of services. Individually, when you look at recruiting, tutors, teaching students, it comes out to 25 or 35 percent. And there are a lot of little things like microcomputer instruction that are much lower. But please do not interpret the study as saying "These are the things most people are doing, so these are the right things."

Seamon: No. And I don't think I assigned "right or wrong." My point was because, and it stems in large from this discussion with Jeanette, this is the area in which there is the least amount of activity, qualified by what you just said, and that a lot of libraries are not comfortable with direct instructional services or a need to be duplicating services within their area. And I think you heard that one statement and you're making a good point. I'm not disagreeing with you. And you called me and I'm responding by saying I hear what you're saying. And obviously I have made some wrong statements, but I do want you to know that to someone not involved in library services any longer, that the appearance, the strongest thrust in library involvement in literacy, the perception is it's in support services. And your definition of "direct instructional" and my

definition of "direct instructional" are varying because I'm putting in a lot of that one-on-one tutoring. Arlington Public Library, second largest library in Illinois, throughout the day has students en masse in that library being tutored. But they are working with the adult education program in the school district and it's a joint effort. That's why I look at that as support services.

Audience: You challenged us to do more information processing. Could you distinguish that from what many libraries do with information and referral?

Seamon: Information referral is students and tutors, potential students and tutors directed to a local program. Information collection, dissemination is to me a broader picture, and that is what services look like throughout a state in each community. It includes not just referring a student to a particular program that exists, but some idea of what kinds of services that program offers. It includes within that cataloging or selection of information every type of program, not just the library tutoring program, not just the Adult Basic Education program, but the JTPA or SCA that is in the basic skills delivery system. There is no information clearinghouse on this. I ask for your help in that information selection area because I don't see anyone else doing it. I feel that it is something that is so suited to libraries and we're

reaching a point where something has to be done. Many state libraries have produced various kinds of directories and we have five or six different types of information collections being continually updated. I think it would enhance the whole directory system nationwide.

Gary Strong: I wanted to say that is exactly how our information referral hotline centers are set up. They don't refer just library programs. We work together with all of the other providers and I can't resist saying as a co-equal partner, not as a stepchild in the educational process. It was determined that in fact the libraries could serve that role, that it's referral to all kinds of programs whether they're adult schools, community colleges, a local community-based program, a non-profit agency, or whatever.

Seamon: I understand. Some states do not have that fully developed and I'm not saying all library hotlines refer students and volunteers, because some states don't have that, and where they don't it is a critical need from the federal perspective.

Audience: This is a question of clarification. I thought I heard you say that one-to-one tutoring was not direct instruction. Did I hear that?

Seamon: No. In my definition of direct instructional services, I'm thinking in terms of agencies that are funded to provide direct instructional educational services to groups of people who come in the door, and that is their primary mission. And a lot of those agencies will take individuals that they cannot serve because of lack of funds, because they only do classroom, because they just don't have the personnel resources. This is where the volunteer component has been so effective and strong in the literacy effort, and it will refer them to a program that offers volunteer one-on-one tutoring.

Audience: I'm not a librarian. I come from a volunteer literacy project and we do provide direct instruction, and it is one-on-one, and we are funded by the State Department of Education, and I have for a long time thought perhaps the people in Washington did not understand the volunteers' needs for funding isn't separate from the library issue of funding. But the other thing I wanted to say is I agree with public librarians. People who serve more than one need attain services they need and librarians can be sometimes the most flexible, the most innovative, and meet needs in ways that some of those ABE programs would never even begin to think of.

Seamon: And I don't disagree with you at all but I see that as a cooperative cross-referral in

cooperation with education agencies in the community who have the primary responsibility for service. That's where we disagree.

Family Literacy: "What was, what is and what could be"

Dr. Carole Talan, Family Literacy Coordinator,
California State Library

Carol Sheffer, Outreach/Literacy Services Consultant, New York State Library

Dr. Debra Wilcox Johnson, University of Wisconsin, Madison

Carole Talan,
California State Library

I am here today with a panel of people with background and expertise in the area of family literacy to give you a little bit of insight into what is happening now in libraries. What has been happening, and what we hope to see happen in the future in the area of family literacy. I had planned on starting out by asking, how many of you are not librarians? If you are not a librarian may I see your hand? OK. I am not a librarian, I am an adult educator. That is why I was not sure if I wanted to say that as an adult educator I do very strongly believe that adult literacy belongs in libraries. I have seen it work, I have groomed myself both professionally and personally through my involvement with library-based literacy programs, and as much as I believe in library literacy, adult literacy belongs in libraries. I think I feel just as strongly, and perhaps even more so that family literacy belongs in a library. Family literacy to me takes what libraries do best. What I have learned coming as a reading specialist, coming from a very

different background in training and education is that librarians are able to share and teach, the joy, the love, the excitement, the fun of reading. To me that is something that we do not see happening in our schools. I wish we did. I wish I could say that I had been one of those teachers before who did that. But I know that I didn't, I was too concerned with skills and with getting the sentence and the comprehension. Librarians do not come from that realm at all. To me what family literacy can do takes that very exciting thing that I see librarians doing so wonderfully.

I asked a question the other day to a group of educators. I said, how many children do you think learn to love reading after they got to school? Well, I got about the same response I just got from you. Everybody just sort of sat there and looked at me. I said, well you know most of us I think as educators have to admit that joy and love usually comes from before the time the child ever enters school. Often from what they learn at home, and what they experienced at home. This goes back to what I think libraries are very good at doing. This in-

tervention, this prevention in the early ages. Not just treating the symptoms which I also think we do a pretty good job of, in other words working with the adults, but also involving the whole family, the children, and the joy of reading.

To this end we have with us today, actually three other people, we did not have room for Margaret up here (Margaret Monsour, American Library Association, Bell-Atlantic Family Literacy Project). But we have four people in the room today that are going to be talking a little bit to you about family literacy. I am going to start out first with Debra who relates that she has recently done some research along with Leslie Edmonds on family literacy about what is happening nationally I think we are going to start with a sort of national perspective and then sort of narrow on down. So I would like to introduce to you, as you already know, Dr. Debra Wilcox Johnson.

Debra Wilcox Johnson

It is interesting to be able to talk about the national picture when in fact two of the states that of

course we looked to see what was going on were New York and California. I think we are going to see some reinforcement with some of these ideas as they describe them to us. Although unfortunately we ended up doing California really mostly by telephone and documents because en route the earthquake happened. We never actually got to go to visit those programs.

I thought I would talk for a moment about what we mean by family literacy. You have heard this again and again. Now I hate to fall in the trap about giving you my view, because it may not match, but let me give you a sense of what I think we are talking about family literacy. At the simplest level, of course, all of the things we do, story time, summer reading programs, and so on that incorporate some family element certainly could be called family literacy. But what we are primarily focusing on and what we looked at across the country were programs that built on the family unit and started with the adults who may be having difficulty reading. The children, the family, the grandparents, the extended family were really folded in then to these activities. So it is not as simple as it sounds- doing story times. That is really our orientation. It's broader based. We tend to think of it as holistic, in fact, I am giving a speech in a couple of days called "holistic literacy" which I think is the

word we are starting to hear because the word family carries with it some sort of blood relationship, if you will. That is also why I think we are hearing the phrase intergenerational literacy. In some of the situations, for example in Lorenberg, North Carolina they ended up doing a lot of work with grandparents who wanted to be able to read to their grandchildren. Intergenerational programs also include child care providers for many of our children including my own who spends a lot of time in child care. They are also part of this bigger group that we are talking about in terms of family literacy.

In family literacy these problems are not really restricted to working with families that have pre-school aged children. That has been most of what we have seen. But there has been growing interest in working with young adults which of course as a group is quite an interesting one to work with in family literacy. On one hand they are still part of the family, they are teenagers, but in some cases they are the parent. Each program working with young adults in family literacy needs to decide what role they are working at with the young adults. In fact teenage pregnancy clinics are working with libraries and other agencies that actually do family literacy in that connection. But it is not really restricted to those ages 0

to 5, and there is nothing to say that it has to be. Also families do not come that way. We do not have 2.5 children. We have different families, different ages. So when we try to define family literacy we need to think broad based; we need to be really flexible; we need to be open to accommodate the family however it is made up, whether it is an aunt or a best friend.

Family literacy is all about modeling the kind of behavior that for us may be instinctive. Sometimes because it is instinctive to us as readers and librarians we tend to think it is something genetic. Is it something that you are born with to read to your child, to have reading material surrounding the people in your home? This is, in fact, a learned behavior. It is a pattern when we talk about the intergenerational cycle of literacy. Again, I will not ask you to close your eyes, but I want you to think for a moment about your home, and what makes them the home of a family of readers.

You of course have books, and you have books in reach of your children which are not up on a high shelf. You have newspapers, and other things. There is a message pad and a pencil next to the phone. You make a grocery list; you read recipes; you have a calendar. All those kinds of things that are just indicators that we live in a print-orientated home. That is the kind of modeling

that we are talking about. Not just the parent, or the family member reading to the child, but really just surrounding children in a world of print, reading and writing. When you think about it, and you go back to your homes, look for all those indicators that you are a reading family- that the child in a sense absorbs, is surrounded by it. The family literacy we are talking about is trying to help families understand what it means to have a reading environment. What does it mean and how important it is to read to your children. Of course most importantly, it is enabling them to be able to do that.

That is a very fast look at what family literacy means, and I am sure Carole and Carol will be able to expand on that. This is sort of the perspective we start with. Now this is a broad overview, and I think Carole was giving me a very gentle reminder yesterday that we did not want a bunch of facts and figures. We wanted to suggest things you could do. So that is why I am just going to jump in, and sort of give you a list.

These kinds of activities really do center around two themes. This may be helpful for you when you are trying to think of activities that you can do. I would say those two themes are first of all programs which center around children's literature and the other thing would be programs which center around

parenting skills. Now this not a very clear, closed category. **Programs that Center on Children's Literature**

However, I think it will help you see in what direction your program may be going. For example, in programs that center around children's literature, there may be a program that teaches a parent to read a children's book in one hour. First of all, are they really learning to read or are they memorizing? I suggest to you that one is part of the other. But they take a book ... let me give you some of the titles, and there will be a little "ooing and ahing" I am sure. For example, WHERE IS SPOT?, GOOD NIGHT MOON, THE NOISY COUNTING BOOK, NICKEY'S NOISY NIGHT, these are the kinds of books that can be learned in a relatively short time. They have repetitive patterns and the pictures give you clues. That is one of the most common things we see promoted as sort of the ideal family literacy program in terms of children's material. This allows the parent to learn to read, take that book home, not necessarily own it, but take it home and read to their child. That is one of the top things that keeps coming up as something which people would like to do in family literacy programs.

Also, it's helping parents sometime understand what makes a children's book good. What should they look for? Helping

them do selection. It is demonstrating and modeling things like how to tell a story. Even though for a person who has really had to survive in a oral tradition sometimes they do not place a lot of value on their own stories. Especially with intergenerational programs the use of the grandparent telling a story about going to school, or telling a story about growing up, can be a wonderful incentive for the family to tell each other stories. It allows them to really interact verbally as well as in the written area, and of course to read to each other.

This provides an opportunity in programs that center around literature. You might suggest perhaps that you would write down these family stories, so that then when a family leaves the program, they have a book, and it is about them. These are simple things, creating materials for people to have in their home. Yet if you can visualize the home of the non-reader, it is not surrounded in print. Our main intent is to try and get materials into the home. Sometimes you will buy them and give them away, sometimes someone will donate them and you will give them away. But an awful lot of the time we are going to need to be able to provide ways to create these materials. To make books using pictures from magazines, writing down stories that people tell about their families, and letting the children illustrate it. These are the sort of things that

we often create as part of a family literacy program. In some of these activities we will actually help people make books and printed materials in their home.

Books on tape are a very common facet of family literacy programs and very popular. Again this is not a case of buying a wonderful collection of books on tape and then turning around and saying, "Well, there, that's family literacy", - just showing parents and helping them understand how to work with books on tape with their children. It is not something you just hand to them. Also some programs actually work with books on tape to help the adult learn how to read the children's book. This goes a little something like this: They play the tape, everyone has a copy of the book following along, then the instructor perhaps puts the tape on again. Everyone tries to read along. Then they turn off the tape, and the instructor in the group tries to read as a group. Finally the instructor says, "Let's try reading as a group without me" and they read through it. Keep in mind some of those titles I gave you are very basic, very straight forward. Then they know the story. Because someone says, "Well fine, give them the books on tape, they do not know how to read, it will be a substitute." Have any of you ever used those tapes with your children? What happens when they get mixed up? "Show me where I am, I lost my place."

So even to assume tapes give them alternatives only works to a certain point. When we talk about these programs that center around literature sometimes you hear people say, "Well, children do not know if you are making up the story." That is true only to a point, especially when you get past three years old. It is important that the parent be able to read the story. Because other people may have read it to them, they begin to recognize verbs and they begin to point out that you're making mistakes.

On the other side, we do have such wonderful literature available now: the wordless picturebooks, the baby board books. Those are the kinds of things we might promote and show adults how you can use them to tell a story. Now part of using these kinds of programs and working with adults who do not normally read to their children, is again to model those behaviors. You let them know what to expect. For example, that it is all right for a one year old or one and a half year old to turn the book upside down and look at it upside down. They may not want to start at page one and work their way to the end. They may not want to start from the beginning. There are all kinds of models to help them understand what is reading.

Basically of course, when we talk about programs that center around children's literature, we

are talking about things that focus on the collections, and therein lies our strength. As librarians and especially public librarians, we are seen as people who know about children's literature, and so we are being connected with because we have that expertise. There are a couple of things to keep in mind in relation to these programs that center around children's literature. One, is that all children's literature is not the same, that you do not just pull books off the shelf because they are in your pre-school book collection. Look for pictures that match the words, look for stories that are simple, repetitive and straight forward. It is not all the same, and often a good workshop for librarians is one which gets them thinking about the children's literature which they have.

Another key issue is that using audiovisuals or puppets is not just a genetic skill. Those examples I gave of using the books on tape are definitely not a genetic skill in my case. Adults don't instinctively know how to use them, or use them effectively with their children. I am not saying they do not know how to put a tape in a tape recorder, but really they may not know how to use them with their children.

A final issue which Gary Strong mentioned this morning is that issue of book giveaways. Many of the programs have to address that, and their solution seems to

be a variety of things: donations, working with RIF (Reading is Fundamental), actually getting a fund where you can give books away, and of course creating a lot of book materials, or book-like materials in the programs.

Programs That Center on Parenting Skills

Very quickly then, family literacy may be programs that center on parenting skills. This is where some people say maybe we are moving a little far afield. But it goes back to that question of if you are going to be working with a family, one of the concerns is parenting skills. As a way to think about this we are particularly interested in programs incorporating parenting skills that relate to reading. Now as you all know, that does not mean you can close the door on any other issue. It means to really concentrate on parenting and expectations of children. For example, it means working with teen mothers, with children through hospitals, YWCAs, schools and public health. It means to assist them to understand why it is so important to read to children. How might this be done? What is their development in terms of reading skills? It might be a series of parenting topics, in conjunction perhaps with another program. Health care and other related topics could be offered.

One very interesting program is called *Success by Six* in the Minnesota area. This is a program where the Public Health Department, which had Well Baby Clinics, would ask the library if they would come up with a packet and a quick training thing that the nurses could use when the parents came in every six months with their children. Librarians said, "This is great; we would love to do this". They came up with this wonderful packet and a twenty minute presentation. The public health nurses said, "Wait a minute, we want to do this. We think it is important; we said we could only spend five minutes every six months on this." The library took it back, brought it down to scale and in a sense trained public nurses to deliver that service for them. But the fact was, that was the client group which they were trying to reach.

Another approach, is peer parenting. You are going to think of it as the buddy system, but this is a very interesting program where they try to link up one parent in a certain neighborhood with another so they could come together. You know with any of your literacy programs and especially with family literacy that transportation is such a problem. Sometimes this combination can help you to overcome that difficulty. Of course parenting collections, handouts, video tapes, etc... the whole array of parenting kinds of information that we can

make available is so very important.

A homework hotline for parents is another example. This is different than when the child calls up and gets help. This is where, for example, the parent can call and says, "My child does not know what their homework was. Why hasn't my child had homework; what is the requirement; he is in such and such class?" These are the kinds of things that they should be doing and so on. A few examples, and in your packets is the family literacy book which will list several more examples, and we will hear more about these.

Some key issues with parenting programs are that you have to look around. You have to collaborate with people who feel comfortable in family relationships and those kinds of programs. I was talking this morning about adult literacy and collaboration and cooperation. When we talk about family literacy and programs that work with families, I do not think you can even start without teaming up with the different agencies that will not only help recruit but help bring it together with your group. Why? because they bring that needed expertise. Just as you bring that expertise, of collections, children, learning. They also bring in other expertise and the referral network that you need.

I guess the other key area is that just as some of you earlier today mentioned how job clubs and services became a support group while you were looking for jobs, and this also happens in parenting groups. This program becomes a support group for them. We always say an important thing, especially with programs that center on parenting skills is to think about what happens when you are successful. What happens when the six weeks is up, and they keep coming. They learned a lot and they formed a group? What are you going to do about it afterwards?

I have to say just as I talked about varied roles in literacy this morning, I think about this for family literacy as well. Knowing your communities, knowing the needs, being extremely flexible, but not forgetting that you have that wonderful expertise of knowledge of children's material that we bring to this. That is why I do think you will be seen as logical partners.

Margaret Monsour
Project Director, Bell-Atlantic Family Literacy Project

My name is Margaret Monsour, and I am the project director for the Bell-Atlantic Family Literacy Project. The reason that I wanted to have the opportunity to speak to you is that I am very excited about this project. It really is a demonstration of a lot of things that we

have heard throughout the day, first from Gary Strong, and then from Debra Johnson, about libraries and literacy programs working together. That is not a new thing. Libraries have always been involved with literacy.

The Bell-Atlantic project is a partnership between the Bell Atlantic Telephone Communications company and the American Library Association. Bell Atlantic has given us a sum of money which we have distributed in \$5,000. grants to public libraries in the six state area served by Bell Atlantic. That is Virginia, West Virginia, Delaware, Maryland, Pennsylvania and the District of Columbia. There are 25 public libraries that have received these grants. There are people here from West Virginia, Maryland and Virginia whose libraries have received those grants.

In order to receive a grant the libraries had to form an alliance with an adult basic education specialist or a literacy provider in their community and show evidence that they had formed a coalition with these other groups. They showed they had planned a family literacy program which was going to include these other groups in the formation and the development of a program. I think this is a way that we are taking what you have spoken about today on the national and the state level down to the local level. The

local public library can have a very strong impact within their community by working with people who are already in existence. By forming alliances the project will then continue on after the funding for the project has ended. These are one year demonstration projects.

Another interesting aspect of the project, is that people who have received the grants must give a training workshop to other literacy providers and other librarians within their communities. This extends the level of knowledge which they have learned in their demonstration project, and then shares it with others in the community thus expanding the influence of the project. Although it is a regional project at this point, we are very hopeful that other corporations, other phone companies, other private companies will be interested in forming partnerships with ALA.

Carole Talan
California State Library

Next I would like to introduce Carol Sheffer of the New York State Library, who is going to talk to you about among other things all these posters that she has so carefully carried here from New York and their family literacy programs.

Carol Sheffer,
New York State Library

I feel that the only way you can follow Deb Johnson and Gary Strong is to read a quote from the Board of Regents. They are at least a lot older. When we announced the family reading program in 1987, for the 1988 federal fiscal year this was the quote that we pulled from the Regents document... "What parents and children share before a child enters kindergarten has a powerful effect on the child's future. The extent to which parents introduce their children to books, culture and learning helps determine lifelong learning habits, attitudes and skills. Among the most important of the preschool experiences is the development of skills of listening, speaking and looking that prepare for reading and form the basis for the enjoyment of reading". That was how we started out, I am not going into a lot of the criteria because I think a lot of the California programs are similar. What I would like to preface my remarks with is to say, **Do not tune us out just because we are New York State and we are California.** I know that people think New York State and they see the library lions sitting right there on 42nd street steps. We are not all like that. We are also the smallest public library in New York State which has a service area of 95 people. Most of our libraries are very rural, and most of our population is rural. So given that, don't tune us out, stay listening. The best thing I think about this program is that

it did affect libraries of all sizes.

The largest library that participated was the Queens Borough public library. The smallest was Barneveld. I have a \$10 bill for anyone who knows where Barneveld is? It is near Utica in upstate central New York and it serves a population of 396 people. So we ran the whole gamut from millions of people to just a few hundred. The exciting thing about the projects which were funded up to \$50,000 to the library systems who then helped their member libraries perform the activities was these programs were very individualized. That is one of the reasons I brought the posters. They are wonderful because they are all not here to speak for themselves, and they are all so very different. This gives you just a flavor of what we did. We looked at reaching "at risk" parents and that involves different things for different people. Long Island for instance, went heavily into going to Well Baby clinics, prenatal clinics. They had a packet called "Welcome Baby". I did not have an extra one, so I did not bring it. They handed that out to new mothers in maternity wards, especially those that were teenage mothers. They have worked with Woman, Infants and Children (WIC) programs, where women were signing up for that program. They were there handing out information about the library.

These were all public library based programs. They had to have strong emphasis on the public library, although they did not all have to all their activities in the public library. The idea is to get them into the library and to use the library as a family. We used the very broadest definition of family literacy. Deb described a model of getting parents and children to sit down with a book or with some sort of an activity.

These programs ran the gamut. There were some libraries in very rural areas where they are no professionally trained librarians running the library. They may be open twelve hours a week, and they have never done a program before of any sort. So what the system did in that case was put together several programming kits including puppets and stories, films, and books. We sent them out to their member libraries, and for the first time those libraries were doing programs. That's kind of exciting. There was another area where there were no preschools. In some places they just do not exist. In that library system, they put together kits which became preschool corners of the library. Every four weeks the kits shifted, but parents had the opportunity to go into a corner of the library. There were all of the disposable things like crayons and construction paper, tape. There were books to read together, there were crafts to do together. It was sort of the pre-

literacy stuff that a lot of kids get everyday, but that some kids do not get at all.

The Queens Public Library tackled the hardest to reach group: they tried to work with homeless toddlers. They found it was really difficult because people living in welfare hotels were afraid to leave during the day. They were afraid somebody would come in and steal their things. The librarians mentioned that one mother and one little girl did come. After that one parent and child got there, the program began to grow. Queens is still doing it. Rather than emphasize what we did, however, I would like to tell you some of the things that happened as a result. These were eleven month projects. Deb said in one of the previous sessions, "Everyone starts in the beginning of the fiscal year..." Well I started one month later with no guarantee of funding after that year was up. Some have continued with LSCA money. Not all of them have. Many have been picked up by other sources of funding with a lot of local money. People have said, "This is great. I can do a children programs in my library. The system has materials. I will borrow the amount and we will keep going." One of the more innovative systems has worked with the Division for Youth (DFY) which is a state agency that provides group homes and maximum-minimum security facilities for youthful offenders. They have preventive money

which they are looking to give away. They tied in with that, and they said, "Look, what better way to prevent somebody from ever getting to be a youthful offender than to get him or her reading with his or her parent or care giver, grandparent or even older sibling?" We stretched the word family to be as broad as possible. So they have continued for several years now and they are still going on with this DFY funding. An interesting result has been a legislative initiative which came out of this. The regions have asked the legislature to appropriate \$50,000. per library system, to provide this kind of service *ad infinitum* but we keep hoping that at some point it will be funded.

Some related projects have cropped up. Several library systems are doing conversational English programs and at the same time running story hours for the children. Baby sitting as you know is always a problem, and this solved both things at one time. People with limited English skills could come into the library, practice their English, learn more about it, and have their children learn to enjoy reading. They take books out together, and they become library users.

As Gary said this morning, I think these projects provided us with a really unique blend of children's librarians, adult literacy librarians, and outreach librarians. It is good to see

them working in tandem. I do not think they ever had any thing against one another. They just never had a chance to focus on something together. I think those kinds of relationships have continued, and are something that go beyond the length of time that the money is available.

All together we served 107 libraries in 52 counties, serving 220,000 children. We provided 1,293 hours of programming to more than 40,000 adults and children. One of the neatest things that happened was that we have a **No Time to Lose Campaign** in New York state, looking at kids, a lot of them homeless. It focused first on urban and now it has gone to rural children. Social services does this program to try to see how we can get the kids that have fallen through the cracks, to help pull them into the mainstream. The **No Time to Lose Campaign** of DSS awarded us with an honorable mention for the family literacy program. To us that really meant a great deal.

There are handouts at the back, one of which is just a fact sheet about family reading programs. Another is a really good evaluation study done by the Southern Adirondack Library System which is located near Saratoga Springs. I would urge you to take copies of those, and to look at these posters.

Carole Talan:

We're doing so well on time here. I am going to tell you a little bit about the background of literacy in California. I think Gary told you some of the highlights this morning, and I just want to sort of back up what I am going to tell you about family literacy, so that you do understand the framework in which family literacy exists in California.

In 1988 Senator Roberti whom Gary has already spoken of, who is our President Protem of the Senate in California, sponsored a bill that would provide \$600,000. a year in local assistance money. This was to go to libraries which were already providing adult literacy services. This is very key, because we realized from the beginning that you couldn't just have family literacy for these low literacy level parents if you didn't provide something for the parent. But again we were trying to work with the entire realm, the holistic view as Deb said. So we could not just say we were going to just do family literacy. We said, "We want to be sure you are providing adult literacy services, and we are going to give you money to help you expand those services to include the families of those adults". The program was called Families for Literacy, and the focus, a very narrow focus by Deb's definition, is on those families where a parent or a primary care giver has a low

literacy level, and where at least one child in the family is a preschooler. Now it does not exclude those children who are in school, once the family is eligible. But it does mean there has to be at least one preschooler.

If you remember this morning Gary told you our library-based adult literacy program started in 1984. It feels like it was 1894, and it does focus on the English speaking. This has been a little controversial in our state only recently. The reason we focus on English speaking adults is because when research was done prior to the library's commitment to this program, the population that was least served in our state turned out to be in the English speaking adults. We have a tremendous adult education program, and a community college program in our state. Most of you are familiar with it. But about 80% of all adult education funds in our state go to ESL. Even then it is not enough folks, at least not in California. Because of these two factors the library decided this is why we are targeting those adults who do speak English. We do not have enough money to do everything, so let's focus in on a population whose needs we think we can meet. We do have 81 adult literacy programs now, and that is nearly 50% of all our libraries. Actually if we fund the seven new programs which have applied for next year, we will have more than 50% of all

our 168 library jurisdictions in California providing adult literacy services. But obviously \$600,000. is not enough to give all of them a family program. In the first year we funded 21 programs, and this year we have 20 family programs. The grants range from about \$12,000. and go all the way up to \$55,000. But the average funding for our family program is right around \$26,000.

California's Families for Literacy Program

The bill is, as Gary mentioned this morning, to introduce the adult learner and his or her family to the joy of reading. To do this we have a number of minimum requirements. The first - thing the program must do is provide books for ownership. I think all of us who have worked in family literacy know how very important it is for these children to have books that belong to them, that they can take home, that they can keep, they can chew on, they can lick, they can go to bed with. The first year we had 1,118 children who were actually involved in these programs. We gave away over 7,000 children's books, which came out to an average of at least seven books per child. Interestingly enough this worked very well in all of our libraries. Except I will have to admit when one library board found out the library was going to give away books in the library to children, they said, "Well, wait a minute, if these kids get books given to them

they will never understand that library books have to come back. You can't do this in a library". So the families program said, "Well o.k.", and they started doing programs outside of the library until they could convince their board that it was o.k. This was something that I had never thought of, but then you always learn to expect what you have not thought of.

Also the libraries must provide meetings within the libraries. This is to help introduce this adult and more importantly their children to the resources that are available. To introduce them to the people that are there, to become friendly and recognize a face, and particularly important for the children's librarian to get to know these children and these families. In this way, they are not afraid to later come in to regular library story times, and regular children's programming.

They also must provide some storytelling, word games, all of these things that make reading fun. They are supposed to be demonstrating good modeling techniques which I think all of the family programs have found are very important.

We also require that they encourage the tutor in the adult program to use children's material in their tutoring sessions with their adult learners. They should develop language experience stories with this adult learner that can then be

taken back and read to the child. So again, we are trying to incorporate all the entities here. There is an element that must include *how and why* to select books, and *how and why* to use them. They must also give parents access to information on low readability books on parenting skills as Deb already described.

A real important key to our programs is the integration of children services, adult services, and adult literacy services. The really successful programs are those that best integrate those three library services.

One of the first things that I'd like to do, if you are thinking about family literacy programs, is tell you some of the things we learned the first year. The good and the bad of what happened in our first year, and actually some of it we learned in our second year.

The first thing which I thought was very exciting is that family literacy is even easier to sell to librarians than adult literacy. Librarians tend to get excited about family literacy. It is more like what they are used to doing anyway. What we actually have found is some of those adult literacy programs out there did not have total buy-in from their own library system. There were two or three librarians, sometimes key librarians hanging around out there saying, "Literacy does not

belong in libraries". When that adult literacy program got involved with family literacy, often those same librarians said, "Yes, I can see this. I can do this. This is fun. I understand this". So family literacy has actually enabled the regular adult literacy program to gain local buy-in, not only of their own library, but in their community.

We also found out right away it was much more difficult to recruit these adult learners into the family programs than we had ever expected. Some of the reasons we know. For one thing, when you take this adult learner with a low literacy level, you know they already have many other problems in their lives. They have housing difficulties; they have employment difficulties; they have money difficulties, and just making that additional time commitment, I mean energy commitment to doing something more, to coming to the library once a week, or involving their children in programming is sometimes more than they can handle. That turned out to be a lot more difficult than I think we had expected.

Also these parents even though they have often come forward already for help for themselves, don't see the connection of their low literacy skills and the future learning problems their children have. They often have been raised in environments where learning takes place in school, and that is how they think of it.

They don't really see how much of learning begins before that child ever enters school.

Not all of our wonderful volunteer tutors really understood either. They had to be trained and sensitized and made aware of the importance of these pre-literacy skills and activities that happen in the home. Then finally we all know one of the big problems is just the fear of exposure. Some of these parents would go privately to a room in the library or have a tutor come to their home, but when it came to meeting in a group even though it was parents and other children with other problems, they were afraid to expose themselves. One of the joyous things we learned was that parents do want to help their children with skills that lead to reading. However, on the other side some of those same parents really didn't want to work on their literacy. They were only too eager to come forward for help with their children. When we tried to get them involved in our adult literacy program they backed away, and we came to realize that often in some of these cases, the children are the single source of self esteem that many of these parents have. If there is anything they can do for their children, they are more than eager to do it. But they don't have the self esteem or even the desire to do something on their own. We really thought those two things would go together. Another lesson learned very quickly was that part of the

problem in involving these adult learners was they don't see themselves as teachers of children. Now we made very clear from the beginning that we were not training parents to teach their children to read, but we were trying to make them aware of their role as a teacher, as a model for their child. We wanted them to make them aware of this and many of them did not really know how to do this.

Another couple of other things we learned is that there are distinct and definable age groups within pre-schoolers and what works with a certain age group doesn't work with the other age group. We also found that older children often because of their lack of early literacy skills, activities and language learning really reacted more like a younger child. In other words a four year old might have a two year old's response when it came to working in a family literacy activity. One of the big concerns from librarians in almost every program that got started was, "Now I've got this family and I doing this wonderful puppet show. We're making all the two and three and four year olds really excited and what are we going to do for that thirteen year old that comes in?" But you know, it wasn't a problem. The thirteen year old had often never experienced joy and fun and puppets and games, but they got into. You know how they are; they're a little standoffish at first but it

takes no time at all until they are really involved. We do know that the role of the tutor is very key to success in family literacy programs. They need to be there for the reinforcement, for the guidance, for the encouragement, and the actual use of family materials in the tutoring sessions. They are critical. If you don't get the buy-in of the tutor, the odds of being able to keep learner and the family involved are much slimmer than if you can get the tutor buy-in.

We do know that the role of the tutor is very key to success in family literacy programs.

Incidentally, mentioning books on tape, we usually think of them as wonderful and in most cases because they are. However, we found out that as we used them with some really low level adult learners they were intimidated by the person who read on the tape. The tape speakers were so polished and they all have these different voices that they could use. The parent would say, "I can't do that. I can't read like that. I'll just use the tape all the time." So some of our programs have

started to make their own tapes which are not quite so polished. We also found out that what you title a program is so important. Typically, because librarians are so involved with working with children's services, they would give beautiful titles like: a storytime, a storytelling, a read aloud, a lap-sit. Well, this did not attract our adult learners at all. I wonder why? We found that some of our most successful programs had nothing to do with library or reading. Our Zoo Day in Oakland brought in more people than we had seen in a family program in two years because there was nothing in it that said there was going to be reading. Instead they brought in animals from the zoo. Yes, there was reading and storytelling, but that was not what was promoted. We also had a Snow Day. You have to realize that in many parts of California they never have snow. The San Mateo Public Library actually got a truck with shaved ice, which believe it or not looks a lot like snow, and dumped it on the lawn of the library. The kids came, and they read The Snowy Day and they read The Snowman. Again, it was one of the most exciting activities the library had ever participated in. I could go on and on with those, but you get the idea at this point. We know that family literacy programs need a great deal of personal attention. They need much more one on one than even the adult literacy programs require. It means a lot

of phoning, a lot of talking, a lot of walking and picking up and encouraging. It's very staff intensive, but to me the payoff is even greater than in a traditional adult literacy programs. When you have worked with a family you've made a difference not in that one adult learner's life but maybe a difference in as many as 8 to 10 people because you are working with the whole family. A negative we did find is that often the family program can place an unexpected burden on the adult program. This is one we hadn't really expected as we recruited parents with all these pre-schoolers into the adult literacy program. They started to say, "Hey, wait a minute, these people want to come for adult literacy tutoring but I don't have any way to provide day care when the parent just wants tutoring". So as you recruit these families, you may have to make an allowance to do something for those preschool age children. I want to just highlight two or three programs; we brought handouts. I brought forty-five of these, a one-page synopsis of each of our twenty programs in the state, and I also brought our contact list from the **Families for Literacy** so that you would have a name and address for someone to contact if you have questions or want more information.

In Pasadena we have a very easy, simple learner curriculum that has been developed. It is eight lessons where the tutor

teaches the adult parent or primary caregiver adult how to read a children's book. It is simple. It is straightforward it is very well done and easy to use. It makes the tutor comfortable and the learner comfortable in then being able to carry it out.

In Redwood City we have something interesting where the tutor goes into the adult learner's home and once a week tutors just the adult and once a week they do family literacy. Then after they've done that for about eight weeks, they start bringing that whole family into the library and gradually integrate them into regular children's library programming and regular family programming.

In Contra Costa we had an interesting program going with "teen moms" and when I talk about a good relationship with our adult schools in Contra Costa, I think a lot of our library programs in California really have this relationship. We have an adult school out in Pittsburgh which is a high minority, high unemployment, low income area. A lot of teen moms that come in three or four days a week don't have high school diplomas. They go all the way from total illiterate to those who are working on a GED. They provide day care for those children. We got together with the adult school principal and said, "Wouldn't it be a nice idea if we could involve these people in family

programming and gradually get them into the library?" So tutors now go into the adult school, they take a small group of those teen moms, usually three to five, and do sort of a Ruth Colvin (LVA) model if you've seen that, family literacy tutoring. The adult school buses the entire family to the library: for special programming, for fun, for meeting the librarians, for getting a library card, and so it's a real good working relationship and we are certainly reaching a very "at risk" group.

We developed two videos which are both available for viewing. One was developed by the Pasadena Public Library which is very much a recruitment video. It's about eleven minutes long and you might want to look at that one. If you decided you were interested, you can call Pasadena and for twenty-nine dollars you can purchase it and they will put your library name and your phone number on it. It is really a very moving and effective piece. We also have another video which is done for inhouse training which is done by the Bay Area programs which is a group of seven programs. Their video is really to train the parents. It is the "what can be done", "how you do it"; it's a very different kind of video with a very different approach. They are both about the same price.

I want to close with an anecdote. All of you work in literacy and none of us can make our

point without telling a real life story. This one really touched me. It was about a student in the Stockton program, a very rural city and county. Donald had come in for help; he was a very basic, almost a total non reader. One day he was reading to his toddler. This was his second marriage and his second daughter. His nineteen year old daughter was visiting (she now lives in Oregon). He was sitting there very comfortably reading to his daughter, and he looked over out of the corner of his eye and saw that his nineteen year old daughter was crying. Totally taken aback he said, "What are you crying about?" And she said, "You love her more than you love me."

The father was totally astounded; he couldn't imagine where this was coming from. He looked at her. "What do you mean?" and she said, "You never took me on your lap and read to me when I was a child!" At that point, he was crying and she was crying. He looked at her and said, "Karen, I couldn't read to you when you were a child because I couldn't read."

Now the nineteen year old started crying even harder and she got up, came over to her father and said, "Maybe that's why I got to be nineteen years old and you never knew that I couldn't read." After a few minutes more of crying they called the Stockton Public Library and explained the situation. They put her in touch with

a volunteer based program in Oregon. As of at least two months ago, she was being tutored, and with that I will open it up if you would like to ask a few questions.

Q. The adult educators in Texas refer to "family literacy" as the Sharon Darling/ Kentucky model. So "family literacy" means formal classes where the adults attend a school with the children. I go around saying that the Houston Public Library is doing "reading readiness" or the Austin Public Library is doing "intergenerational literacy". I don't have access to this term family literacy.

A. I was talking to LVA. They are very concerned about using the word intergenerational for some reason, not the confusion of the school vs. the other, but because of the literacy definition of families. I think "family literacy" is what we are going to hear. I think about the needs of the program and ultimately the people we are trying to reach don't call it family literacy; they don't call it intergenerational literacy; they call it something else.

Comment: We call our programs family reading programs because nobody seems to give you any trouble if you are a library and connected with reading. Somehow they

figure that is alright, and that took away any negative connotations for adults coming in with their children.

Carole Talan:

We changed the title to "Families Sharing Books" because a lot of our adult new readers couldn't read. We still wanted to emphasize sharing books with our children.

Comment: Another problem with nomenclature which bothers me about family literacy is that the males are not participating in family literacy programs. It seems to be much more the mothers.

I think that probably could be addressed.

Carol Sheffer: Our programs had to be held at times that would attract the most people. They were scheduled at times that would attract the most people so there were a lot of evening programs, and weekend programs. When we work with teen parents, we specifically mention boys because when you think of teen parents you think of teenage girls. Well, there was somebody else that was involved along the way. Part of the responsibility of parenting belongs to the male. I think a lot of the parents we see in groups are building on what kind of a father, what kind of a child, and so on. I think some of that modeling is going on.

Comment: I think it should be strongly recognized that the

father should be in some way designed into the program.

Comment: Well, in our group Literacy Volunteers of America has gotten better by using a lot of posters of fathers, and father-child posters.

Gary Strong: Carole, I know that you have identified ten forms of family with that formula. This is another issue. We are very broad in our definition of family, and in trying to work with my group to understand what family life, in fact, is.

Technology-assisted Literacy

Introduction: June Eiselstein, is the Library Director in New Britain, Connecticut and is a Technology Consultant for the Adult Literacy and Technology Project.

This project started under the sponsorship of the Gannett Foundation, Apple Computer, Tandy, and the U.S. Department of Education. The goals of the Adult Literacy and Technology Project (ALT) are to support the development of technology in adult literacy programs, applying the unique capabilities of technology to the areas of management and instruction, and helping to provide solutions to the national problem of functional illiteracy.

The second goal is to create an effective dissemination system which will provide ready access to information on computers and other forms of technology, including selection of hardware and software, training, curriculum design, funding, evaluation, and organizational recommendations for adult literacy programs. The ALT project is in its infancy stage. It started in 1985 with an invitational conference in St. Paul, Minnesota, which brought together a group of 50 experts in the uses of computers in adult literacy. A national steering committee was formed to continue the work that had been undertaken at that conference. Since then, the Adult Literacy

**June Eiselstein, Director,
New Britain Public Library**

**Sara Callaway,
Kentucky State Library**

and Technology Project has continued and has held three national conferences and hold their fourth national in St. Paul, Minnesota the middle of July 1991. If you have questions about technology and want to see the latest in technology and adult learning this is the conference to go to. You won't see this type of technology at ALA or PLA. It is virtually impossible, because we can't get the computers there. We can't get the electrical outlets that we need, and security is a big problem. The ALA conference committee does not have the space that is needed to do this kind of project. Several of us have been trying and will continue to try.

Computers and other new technological tools are being used extensively in education at all levels. In elementary and secondary schools computers are used to help students learn new information, practice new skills, write, calculate, and process information. In business and industry and in the military computers and interactive videodisk equipment are used to develop basic reading and communication skills, as well as to train workers and military personnel to perform those very

specific and highly complex operations. In adult education as well, computers and other technologies are being used, particularly in teaching basic literacy skills. However, public libraries, as well as volunteer literacy programs have been slow to pick up on these powerful instruments for non-traditional education. The technology is still in its infancy.

The public library, at the very least, should be an active planner and collaborator with local adult education programs in order to provide access to technology. Technology is one of those access questions for which we have great concern. We have to expand our definition of access to information to include computers and learning tools not just as a means of providing information but as a learning tool in and of itself.

Many of you had no access to computers in school. Some of you still do not have a computer at work but are expecting one at any time. This is no different than the status of many workers today. Suddenly the boss places a computer on your desk and you learn how to turn it off and on and are considered to be trained. Your children are learning to use computers at school and we adults, especially those who have been out of the work force recently, are left out. Blue collar workers have feared computers as replacements for people in manufacturing. This has not happened. It has

changed the nature of work but not displaced that many workers. It does take a higher level of skill in reading to operate or to be trained to use a computer or robot. Workforce literacy projects are addressing the problem of increasing basic skill levels in the work place.

We hope to address some of the above topics today. A short survey focused our discussion on the following areas of concern. They are: How are computers and other tools being used to teach basic skills? How much technical knowledge and skills will be needed in order to use the computer effectively? What new tools in addition to the computer are available? When the term "technology" is being used we are including videodisks, videotape, audiotape in addition to computers. How can I add computer-assisted instruction to the services available in my library? How does the public respond to the computer? Will it be difficult for me to help them adjust to using these new tools in addition to the traditional book format? Are computer-assisted instruction and other technologies appropriate for public libraries? How do I select good software? Is there good software available? How do I develop a technology-assisted learning project?

One of the things that I wanted to mention concerns the Office of Technology Assessment, which is a department of Con-

gress. Linda Roberts has done an in-depth study called Power On: New Tools for Teaching and Learning. It is a good resource on the status of technology in elementary and secondary schools.

The first promise you must know about technology as a learning tool is that it **does** work. Research has proven that the use of computers to support the teaching of basic skills in reading and writing works, and you can accomplish it with a modest amount of effort and commitment to the task. People who have started projects in libraries and with volunteer literacy groups have found that it takes a little bit more than a modest effort of commitment to the task to overcome human fears. Senior tutors in volunteer literacy programs incorrectly feel that a computer will interfere with their student-tutor relationship. Those that go ahead and try the new tools find that it empowers their student and is a tremendous motivator. In many cases student pressure brings tutors into the programs. Anyone who works with either the Laubach or the LVA program will tell you that we can no longer treat the adult learner as if he or she were a child. Learners have gotten along by having good listening skills and they can do things. The tutor should not feel that he or she has to be an expert in computers in order to get a program started. You just have to be able to follow directions which

can be quite complicated and confusing as we all know.

The other thing you need to know is that exemplary technology requires exemplary literacy projects. If you scratch the surface of a successful technology project, you will find a successful literacy program. Technology will not make a poor literacy program better, but technology will amplify and enhance a well thought out literacy program. The other basic knowledge and skill you need is to know your clientele. These basics should sound familiar to all of us. To use the new technologies well, you will need a good understanding of adult learners in general, and your own particular students. You will need to understand their special needs and the way in which exemplary adult learning is conducted. You then must be able to select computer-assisted instruction which matches and supports the kind of instruction you know works. The best literacy instructors responding to the special needs and characteristics of their learners are aware of the conditions of learning which promote optimum learning in adults. It sounds a bit like doing Reader's Advisory work.

Technology is a means and not an end. With so many pressures on librarians you may view the technology as just one more burden, something else that you have to do in order to be a better librarian or literacy

provider. That's not so. Using a computer or any other technological tool should be seen as a means of accomplishing your goal, and not as your goal. Technology needs to be viewed as a means of dealing with the challenges of your work, and not contributing to it. You need to focus on goals. The principal challenge to you as a librarian is that communication technologies enable you to accomplish your educational and informational mission. To get the maximum out of these new tools requires not only that you select high quality software and hardware, but that you use these new resources to address important educational objectives.

To decide whether and how technology can help you to enrich the learning experience of your clientele, you need to look at literacy, libraries and technology from three important perspectives:

- 1.) The nature of your needs and the needs of your community;
- 2.) The essential elements of exemplary instruction for independent learners, and;
- 3.) The essential function of a comprehensive literacy program. If technology is to be useful to you, it will need to support and amplify those standards of excellence you strive for in your chosen role.

The steps that you need to take are steps that we are doing here at this conference. You're observing, you're discussing, and you're trying things. You need to obtain training. Those are the very simplistic things that you need to be doing as you approach this issue of using technology in literacy programs.

Technology connects us with the future. When we talk of technology we link our comments to a particular point in time: now, then, and what is to come. Adult literacy and technology is in its infancy, yet the technology changes rapidly, at least every six months. The futures of both libraries, literacy and technology are most likely to be found in areas other than education.

We need to pay attention to what is going on in the world around us. If we pay attention it can trigger what some people call the "aha" factor. So it is the little lightbulb that goes off in your mind with surprising ideas which will excite us without necessarily having an immediate application to our field. We can best envision the future by identifying when new things seem to be happening and then asking ourselves "What does this mean for libraries?" "What does this mean for literacy?" "What does this mean for learners? What does this mean for me?" A few examples of the things that have triggered the "aha" factor in a lot of adult literacy and technology

providers is the use of Automatic Teller Machines (ATM). In some states, AFDC recipients receive their benefits through ATM's which eliminate the need to send them checks. Food stamps in some states are being modified and being placed in ATM's and checkout lanes in grocery stores eliminating the need for food stamps themselves. What does this mean for the adult learner? Learners who come into these programs are already familiar with input devices or computer terminals. Can ATM's be used to deliver information on literacy programs or provide direct instruction?

Some ATM's even ask what language you want your directions in. What if all our software came in multiple languages and choice of language resided with the learner and not the teacher?

The "aha" factor occurred again when I learned that the only information Chinese students received during the crisis at Tienanmen Square came from fax machines.

As with most new technologies we are just beginning to understand fax machine capabilities. We are just now using them to set up networks to share inter-library loan materials. At least in Connecticut that's what we're doing with them. When will we be able to use them to fax individual lessons to learners that can't get to the

library or to visit with their tutor or student? The cost of these technologies keep changing and coming down. One day it's going to be possible.

The "aha factor" occurred again in a pizza parlor that rents videos. If you can rent "Omar Sharif Teaches Bridge" for three dollars, why can't learners get "Bill Cosby Teaches Short Vowel Sounds" at the library or at the video store? Why not use camcorders to design individual video curricula for students?

What else does the future hold? Does it hold a learning catscan device to provide diagnosis and prescriptions for learning problems? Will we have a portable wand that can scan a printed page and read the materials to the learner? There's something out there called "Q". Have any of you seen "Q?" We'll let Sarah talk about "Q" in a little bit. We have the Kurzweil machine already. What will the next generation of these machines look like? Will they be more portable? Will their sound be better? Will they be true reading machines? These are ideas and visions of the future which excite me because I see a world for library users where technology is readily accessible and information is available upon demand. I see a world where the role of librarian, teacher, tutor, and learner are drastically altered, but greatly enriched and enhanced, and we need to talk

about some of the basics in getting there.

Question: What about purchasing computer software?

Eiselstein: As with your library automation project, they always tell you to start with an application package before you get into the equipment issue. You want to know what the system will do for you. So in the same way that you are selecting materials for your literacy program, for your learning resource center, you look at the product and then you look at the equipment it runs on. One of the questions or one of the statements that someone made was there are a lot of people who still do not realize that Apple software doesn't run on an IBM compatible computer and that all IBM compatible computer software doesn't mean it will run on all IBM compatible equipment. The computer is nothing but a glass box and it has different operating system and the software package must run with the version of the operating system. I will tell you that there is a lot of software out there that should run be able to run on an Apple IIGS. Well, it doesn't and if you are starting a new project and you want to order software and somebody wants to give you an old Apple II E, accept it. There is lots of software out there for you to use. There is not much software out there for the APPLE GS and there is not that much IBM compatible software out there. The Macintosh now has software

being developed with the Hyper-Card capability. You are now able to design and create your own lesson very easily on the computer.

Introduction of Sara Callaway:

Sara Callaway from the state of Kentucky is the person who is responsible for literacy and a whole bunch of other activities in the state library. She is going to talk to you a little bit about the equipment, if you feel you need to know about equipment.

Sara Callaway, Kentucky State Library

First of all, before I get into equipment let me tell you about my introduction to computers. I happened to get into being the consultant in Kentucky for computer-assisted instruction for not only the library literacy program but also the Kentucky Literacy Commission and all its programs. When I started at the State Library, the first thing that happened to me when I walked into the building was I inherited a Title VI grant that someone else wrote. It included choosing a portable computer and conducting a workshop in computer-assisted instruction. I had never touched a computer in my life and I didn't know a thing about portable computers. So I scrambled and scrambled. Every time I asked someone's help, I got a different opinion on what would be good and

what would work. I finally just plunged in and I got a Compaq computer. When it came I couldn't open it. It looked like a sewing machine. I finally got it all set up. We had a library student who was quite a whiz. She punched one key and the whole thing went black. She said, "It shouldn't do that." And we punched and we poked and we did everything. We crawled around on the floor to see if it was plugged in. I was ready to kill her and she was almost in tears. At about that time my secretary came over and said, "Do you have any idea why the electricity went off?"

After that I thought I could survive anything, but I still didn't know anything about computers and computer-assisted instruction. I did a lot of calling and I found workshops. I found out that there was something called the Adult Literacy and Technology Project, and I discovered June Eiselstein, who was a librarian, and was consultant for the project. Since that time, I have prepared a package on CAL. I hope it will be helpful to you because it has in it so many things that I needed to know that I did not know at that time. Some of these things you won't need, but depending on where you are, I hope you will find some of these things useful. The packet contains a little bit about selecting hardware and software. I'll let you read it yourself, but a few points of information.

Apple computers are very user-friendly. They are excellent machines. The old Apple II's are still working. The old II's and II+'s are still working. The older IIGS's that came out before Christmas last year have a 512K memory. The new Apple IIGS's have IBM memory. The new Apple IIGS's that the software companies refer to in their catalogs are those with the IBM memory. The IBM computers and Tandy computers are good machines. More and more of the educational software companies are beginning to publish software for MS-DOS machines.

This software guide that we're passing around was produced at Apple's direction about two years ago. It is an excellent software guide. If you do not have one of these I suggest you get one. They're usually available from your Apple representative. One thing I want to caution you about is that Apple produced the guide. The hardware requirements mentioned are for Apple machines. You can contact the software manufacturer to see if an MS-DOS version is available to programs that interest you.

Q. Do you have any idea what percentage of the Apple software, runs on IBM? You can only use IBM with IBM compatibles where I am.

A. There has to be a specific software version that runs on

that machine. You cannot take the Apple software and plug it into an MS-DOS machine.

Q. We have a grant that we're putting computers into prisons for literacy. We've already purchased the IBM software packages that were out last year from IBM.

A. There are other software programs you could run on that hardware. Davidson publishes an integrated program called "Goal." It consists of rewritten, upgraded children's programs with support materials for adult education. And Hartley Company produced "Project Star," which is one of the very first integrated software programs written for adults, not children. You can get the demonstration package from Hartley. I think they might have the demo package in only the Apple version right now, but they are producing their software in MS-DOS and Apple version. STAR has speech. It is an integrated program in which you can start a student at the very lowest level. Somebody who cannot read at all can start with this program. There are three levels out currently, and there are three levels that are in the works right now. They are about \$500 to \$600 per level. But you get a lot for that. You get support materials and at each level you get twenty-something disks and hundreds of hours in instruction.

Now, Jack, (Arkansas) to supplement your PALS program,

there is "Invest" from Jostens. It will run on the PALS equipment and it is one of the most comprehensive integrated adult programs that has been conceived today. It hasn't actually come out yet. It will be out this summer. It is a network program that does require a lab situation. If you are interested in "Invest", you should contact your current representative and explain what you are looking for. If you already have the hardware then you're paying only for the software. PALS is an interesting program which has been most effective in prisons because of the captive audience. PALS requires that a person work on the program four days a week for twenty weeks. There are not many adults who are willing to put that kind of time into a volunteer literacy program or project. And it can cost as much as \$80,000.

Educational Activities has produced something called "Solutions," the support material for which is quite extensive. If you're familiar with Educational Activities, you know that they, too, have some very good programs. Some of their older programs, however, could use some work but the newer ones are very good. And I'll just mention this because we're talking about cost. Are you familiar with CORE? CORE is an excellent program. It's probably Educational Activity's most popular program. It has five levels, starting

at primer, for people who read almost at a first grade level. That one is \$79. Then they have first level, second level, and third level. Each is \$159. They are excellent programs and highly recommended. However, if you don't have \$159 per program, they produce the same program under the label of Daybreak software for \$39.95. It's the same program basically, without the support materials.

If you have to make your selection of software, I do suggest you get the software guides that are listed in your packet. One of them is from the Adult Literacy and Technology Project. You've got the Apple guide and that will certainly give you a good place to start. Also, most of the major software companies will send you the software for preview. I keep a demonstration collection of software for librarians and literacy coordinators to see before they purchase software for their literacy programs.

I actually buy very little. What I usually do is borrow. I borrow from software companies. You will find if you develop a good rapport with your rep, they will offer to loan you things on an extended basis. Companies like Sunburst have lending libraries. If you are going to do a workshop, they will lend you the software for that workshop. They'll lend you multiple copies of it if you're going to do a workshop

in a computer lab. Some of the software companies, if they're convinced and if it's to their advantage, will give software to you if you're going to demonstrate it for them. I have a demonstration collection that I've retained that way.

Library Efforts To Support Workforce Literacy

Paul Kiley, California State Library
Rod McDonald, Library of Michigan

Paul Kiley:

When we do this as a workshop in California, it is all day long. So we are going to hit the highs. I want to talk about the changing nature of work and what that means with this term called "workforce literacy," which is another chic, trendy, and in thing, but the wariness we should have for the chicness and trendiness of the concept itself. I want to talk about recognizing the people who are in the workplace and all kinds of behaviors they use to hide, keep their secret, and do good jobs at work that they now do. I want to talk about the different kinds of employers. I want to talk about options that are available to employers, a whole array of options that are available to employers, from the ones that take time and talent but little money, to those that take time, talent and lots of money. Rod's going to talk about that from another angle, from a Michigan initiative that's going to take place.

I want to talk about the roles that libraries can play in this phenomenon called "workforce literacy," and then I want to talk about other avenues of engagement between libraries

and business interests, such as **cause-related marketing**. I'll talk about our Bank of America Campaign in this regard. Cause-related marketing is a phrase for doing good and making money. That's what it's called. In Southern California library literacy circles "cause-related marketing" is for us how to rent your name and make money. I also want to talk about funding futures and how business interests are part of funding futures. Lastly, helping other people spend their money for you. Are you interested in that one? Yes? Having other people spend their money for you. So that's what I'm going to try to cover in thirty minutes or so.

I'll begin by saying this. Under "Workforce Literacy" in the package that you have, there are three things that I think cover in maybe an hour and a half of reading, some of the things I want to talk about today. "Making Business Connections Work" is the title of one. The second one is on Marketing Success, or "Creating Visible Value For Your Program." And the third one is "Illiteracy In America's Workforce," written by Jack Ellison. To look at those three kinds of things I would say all of them have

everything to do with workforce literacy and they also have everything to do with everything else you do. So please don't say, "Ah, this is workforce literacy" and put it in a file. I would duplicate the file and put it in "healthcare in literacy," "family literacy," and keep moving it over.

This is where we stand right now. One is every day we have spent looking at this concept called "workforce literacy", a Senate select committee taskforce in California has drawn only one conclusion, that we know less and less about what workforce literacy means. Let me say it again, we know less and less. We have to really begin with some basic premises, which is to understand that the term "can't read or write" is the most irrelevant thing and of minimal help to advancing understanding. We usually say that, "can't read, can't write," but we would rather try to think about this as a continuum, and that's what our workforce literacy taskforce is trying to deal with right now. The fact is that there are people out there who, when facing the symbols called the English language, really have difficulty

with the symbols, the letters themselves, and the words. And that's where they are with the words as symbols and decoding them.

There's a much larger group of people out this way who can identify most of their words and you can find them being able to read all those words in sentences, but when you ask them what it means, they can't tell you. There's even a third larger group of people, and people are always moving someplace on this continuum, sometimes even backwards. In fact the largest group of people out here who find themselves in situations where the symbols make sense, the words taken along with the time and the tenses make sense, but what they do with it on a regular basis, they haven't a clue. So you actually could have some one in the social network at home being over here and being perfectly satisfied and fine with this because there are no threats to the future. Whereas at work everything has changed for them. For example, we're talking about the McDonald-Douglas spacecraft assembler who is now being asked to do a variety of things differently involving reading, writing and math computation that have never been asked of him before, at 48 years old. So he has to go over here for everything else, and there's this mismatch between where he is and what he can do well, and where he has to be or go to soon as far

as he can figure out and as far as his employer can figure out.

The tough thing in all of this is that what most employers have on their hands, and we've got to remember this and be advocates for this, is that the people you have on your hands are competent, loyal, and trustworthy people with temporary reading, writing, and computational deficits. And the temporariness is the thing that you're working on, whether they're 49 and it's been temporary for a very long time, and it can also be temporary going out the other side if you can change it for them.

But the emphasis should be on competencies because I have met at least ten dozen adult learners who strive harder at their job than any other person at the job. They do better at what it is that they do than anybody else because, as we found with the National Adult Learner meetings in Philadelphia at Congress Hall for two years in a row, the greatest scare for adult learners is to be discovered and to be fired. No other concern tops the list. They listed fifteen things that they cared about the most and being fired was at the top. So if you have a competent, loyal person who has temporary reading or writing deficits the employer's communications to him/her must account for the fear and serve to reassure a person's willingness to change towards improving their skills.

In other words the employer needs to say "I still want that person," and there's another significant reason the employer should still want that person. The American Society for Training and Development, the ASTD, says that through all their corporate training with mid-level managers, that it takes three times as much money to recruit, select, and train a new person to do a new job as it does to retrain a current employee to do the new job. Three times as much money. So it's in an employer's interest to get on with understanding really simple things like, "It's three times as much money, so why would you want to throw everybody out?" I will tell you about one of the conversations we've had in California. We go back to October of '85 with our first California Library Association meeting with 450 people in the room. It was called "Corporations, Libraries, and Literacy: Making the Connections Work." And from that point on one of the things that happened was that some one said, "Well if you just found out where everyone was who was functionally illiterate, we would fire them." That's the simple route. We would fire them and get the new people on right away. "And we'll get the new people on the PALS computers and we'll run them through." So what we really want from you, our agenda from you is to find, discover, and step out and we'll fire people." The common quick

fix: find and fire. So you've got to watch that because people might ask you if you're doing a good job of assessment at your library. "You do a dynamite job, Judy, in Springfield. We really want you to come and help us find all those people. You think that's the greatest thing since sliced bread and you're going to give me a hundred dollars per person to do that. I'll go do that. Mean while back at the ranch you discover that all these people are gone. Now that was '85. That's still a strain of action going on. Find and fire. It hasn't gone away. We know less and less about it.

But along this continuum I spoke of earlier we have to remember another salient piece. A lot of employers can find a way to deal with basic skills of English as a Second Language employees, and yet they have the same shameful about serving English speaking employees as the employees themselves do. I can name for you and roll out a list of ESL engagements of basic skills between community colleges, adult schools and employers. I cannot find on two hands employers who work with basic skills with English speaking people. That's not to say there isn't a giant need out there, but the shame and embarrassment of having Americans being unable to read and write and perform their jobs "successfully" gets in the way of helping people get going on what they

can do. They have the same shame. If you've dealt with adult learners and you know how hard it was for them to come over that line of courage and come to you and then stay with you, the same thing is true of the employer. They have to have the courage to go do it, then they have to be sustained and supported in doing it. It's not just "Ah, I can do it now." By the way, I'm highly opinionated and sometimes very wrong. So jump in. I was charged with speaking my piece on this so I will.

...the shame and embarrassment of having Americans being unable to read and write and perform their jobs "successfully" gets in the way of helping people get going on what they can do.

The continuum has another layer to it. In the 1940's and 50's employers only asked people to have reading, writing and math computation skills at about a second or third grade level for most of the jobs. We

keep thinking that most of the jobs are white collar jobs, but most of the jobs had nothing to do with white collar or the color of your shirt. They were the jobs that people did. By about 1965 this had leaped up to seventh grade, and by 1985 it had reached ninth, tenth, eleventh, depending on the industry that you were in. So it's also going to change according to the industry. But remember this guy who went to work at sixteen years old in 1950 is how old now? Fifty-six. How long is he going to work? He's going to work at least another ten years, and with changes in retirement and the way we're looking at aging, he or she may work longer than ten years. So what we have in front of us is a workforce that is going to be around. We have to let people know that the work force is going to be around. Seventy-five percent of the people working today will be working in 2010. And that's the most important salient figure I could possibly give you. In my travels in California what we kept running into from business leaders and Chamber of Commerce people was the fact that if we could only fix the schools in California. So I would go out into the audience and I would give people magic wands. I'd give them pointers with little jingles in them and say: "You have the power to change your school district in California. You tap the chair in front of you and the school district on Monday morning will

be all that you ever wanted it to be. If everybody in that room taps that wand, think about that, and I have to face the fact that 7 out of 10 people are still going to be working in 2010. So even if I solve schools and I've met that challenge, I still have this other challenge. So I have a dual challenge and we can't let people get away into this "solve schools," and "if only the libraries would help schools solve their problems," and "if only libraries did this with school libraries." We could have the best school libraries in the world. Still, where would we be? We still have mom and dad out there.

Families Learning Together

The most fascinating thing for me is to watch adults in our program do this one thing: model learning for their kids. They are learning their way as adults and the great thing is that their kids watch them do that. The kid is three, the kid is nine, the kid is fourteen, the kid is seventeen. Best example: truck driver, Merced, long hauler, has his own business. The California Department of Transportation keeps changing the road signs on Interstate Five. This man's perceptual abilities and acuties in terms of cognition are greater than reading and writing because he memorizes the space between words. That's a higher order functioning- the space between words. Except when CalTrans changes them, he can't memorize it

anymore. So his wife got terrified. She went to a local library, but she doesn't drive a car, so her fifteen year old son who's flunking out of school takes her and has to sit through training for twelve hours on Friday and Saturday. The son becomes dad's tutor and the thing is that they work on dad's repair manuals for his long haul truck. And that kid graduated this year from that high school with C's. He graduated and he was going to drop out. Literacy is a solution for father and son.

Tom Stitch from Applied Behavioral Sciences in San Diego says this: "When you invest in an adult and every day you do that, you invest in their kids. Every single day. You get double duty dollars." Investing in adults is investing in kids and you get double duty dollars for it and there's no turning back from that because all those parents are going to change the schools. They're going to say, "Why is this going on with my kid in school? It went on with me but it's not going to go on with my kid." So we are creating a situation where literacy is dangerous. Literacy is dangerous. We always have to remember that because there are lots of people out there who are quite aware of that. Employers are quite aware of that. Do you know that if you were to equip someone with new skills for a new job, that they'd want more money? They would like a better compensation package. They would

like these things. They would like to organize. Only seventeen percent of America is now organized in labor unions- seventeen percent. This is down from 63 percent of thirty years ago. So can you imagine that literacy would create a new labor movement in America? Oh my God. What are you people doing at the library? Get out of my life. Stop doing this!

When I meet the person at work who has these temporary reading and writing computational deficits, there are some common behaviors that we seem to have noticed that the person continually comes up with when faced with reading and writing. Oftentimes they forget their glasses, "I forgot my glasses again." Often times they will say to people, "Show me how to do that," and they will be shown. "Tell me how to do that; I don't have time," and it will be done. Tomorrow they bring it back and it looks perfectly filled out. These are behavioral clues to a possible reading/writing deficit. Not a reality, but clues. But they do it all the time and if you want to help them or educate them, ask these kinds of questions: Do you have people who do these things? If you're consistent in the asking, it will come around to their saying, "Yes, I do have a person". Which is better than 27 million Americans, or 1 out of 9 employed people, or 1 out of 5, or any statistic of that magnitude. What really counts is that you want them to have a

real person in front of them. Someone who is the competent, loyal, trustworthy person who has worked with them for five years, nine years, thirteen, twenty-nine years. That's who you want to have in front of them. Oftentimes in all these conversations saying that we know less and less each day about workforce literacy, we forget some things. We should be talking about employers rather than corporations. There are reasons for this. 85 percent of all the people that work in America work in an organization of less than 50 people. Corporations only account for nine percent of all the people working in America, but because they're so huge and in our big cities, all these people move into all these buildings. It's not the case. And the third employer, that lest we be really damned for the pot calling the kettle black, we have to say is government. We better not in any circumstances when we talk about employers, ever forget city government, county government, state government. And if we don't pursue some ways with them as we would with small businesses and as we would with corporations and companies, we would be the pot calling the kettle black. People would step back and say, "Wait a minute. You're asking me to do release time. Does your state library do release time for its employees?" "Well no, not us. I have a veil of virtue. I don't have any problems with il-

literacy." "Then why are you telling me about it?"

One of the first things I was told by my secretary at the State Library in California was that she had release time to go tutor. The person she was going to tutor had release time to go do that. So, I can get up at any audience in California and say that because that's one of the questions that I know I'll get asked by the end of the conversation. So if you don't do it, if you don't model these things with your own folks, the disbelief is high. We had two people in the last five years who were functionally illiterate who worked in our division. We were all too ashamed and embarrassed ever to do anything, and we're the literacy people. I kid you not. We were too ashamed and embarrassed to do anything in our own shop. Oh, well out there helping public libraries, that was different. But in our own shop, and what if we helped? And what did we hope? That they would go away, and they did! And so how can we help them? They are no longer here with us.

If I get to talk to people I want to go from the least costly, but maybe involving talent and time, that I can. These are options for employers. First option, for you, ask yourselves these questions. If you can't ask these of yourselves at the state library and Department of Education, then don't go out and ask employers. Do you

have a policy of educational advancement for all employees? Do you have a philosophy about lifelong learning for all employees? Do you practice it or do only certain people get to go to training, like white collar workers? Do we practice what we preach? Are we willing to pay for it? Do we see it as cost or do we see it as an investment? Why should I train all these secretaries on microcomputers? They'll just go off and get better jobs in the private sector. That's true, but they also may do better jobs while they're with us. That's the trade-off. They'll do better jobs for us while they are here. So ask yourself these questions: Do you have a policy, philosophy? Is it formal, informal? Is it practiced?

We've been working with state government over the last year and one super agency who runs GAIN, our Workfare program, at the Department of Social Services, said the following: that they had taken steps to have a lifelong learning policy in the Department of Social Services, except that they had all the math wrong; that if they offered lifelong learning to everybody they didn't expect everybody to ask for it, and too many people did so they didn't have enough money. So they ran out of money but people kept asking and they kept telling people that there was no money to go and do this. Everybody said, "What do you mean? You spent two and a half years tell-

ing us we could do lifelong learning and you don't have any money for it. You lied." That's what the training director said people started saying, "You lied".

The second element: trust. The employer and the employee have got to trust one another that what you say is so. Create an atmosphere, a climate, an environment in which what you say is so is believed. A major California computer company was so interested in fixing the situation instantaneously, because they're a computer company so they've got to apply their own technology to the situation, that they skipped that part. They did not have trust between themselves and their employees, three thousand assemblers. They went ahead and launched the program. And they called me and said, "Nobody is coming. Why do you think nobody is coming?" Well probably because they don't trust the source of the message. But they spent a year and a half conceiving a technology to implement with a workforce who did not trust them.

If you create an atmosphere of trust and a policy that works for you, you're in a position to encourage and support your employees, self-referring them to providers and using the hot-line number available to you. So you have an environment in which that is constructed, supported, and you can work with

somebody on messages for the environment, newsletters, or help a friend.

Another choice is performance appraisal tie-ins that employers and supervisors can relate to people. What it is that needs to be changed and altered in order for them to have a better job and to do a better job. The performance appraisal situation can also refer people out to literacy providers outside the company. Now what's needed there is the question that's always the obstacle in every single situation. It's, "How do I talk to employees about their literacy deficits? Won't they get angry with me?" That always comes up. And I ask people, "Has anybody ever gotten angry with you in a work setting?" The supervisor says, "Of course." And I said, "Well how did you handle it?" And all of a sudden you have people being able to say this is how they've handled an angry colleague. So why would this content piece be so different for you? And you get them solving it for themselves. But there aren't any easy answers. They have ways of making it work for them.

The third choice is the company can decide to do an in-house program using their own resources or they can decide to do a program with a contracted service. So you have a fork in the road. You have building blocks here. Those things over time are simultaneously being done

to create the place where you are meeting a particular need in a very special way.

There are some big issues in all of this. The biggest issue of all is confidentiality and privacy, and the way that most people have reckoned with it is through employee assistance programs, because employee assistance programs (EAP) have an umbrella of confidentiality and privacy. What you want to do is come under that umbrella. If your EAP program in state government is there you should be asking the question, as we are in California right now, how can we renegotiate confidentiality and privacy to include people with reading and writing deficits? So you're protected. You can't get fired. You should get privacy and confidentiality out of the way.

The second major issue is "Who pays for this?" And you have to balance it between price, cost vs. the investment. The third issue, and I'm really skipping along here, is that the construction of the solution, serving people with instructional services, in some instances across the country is so narrowly constructed as to be a corridor where somehow this skill is it. As soon as I fit the person to the skill acquisition, that's it. They are going to walk down this very narrow corridor of skill-attain, skill-attain, skill-attain. That's an interesting phenomenon, but it's not real because people don't interact

that way in social net works. So if we just teach the skill, that's our solution. There will be no more thinking people out there.

The Role of the Library as Convener

I'm rushing through some things but these are serious issues. Those three are the biggest ones that are always going to come up. What roles can libraries play in all this? One is they can act as a convener of business leaders and bring them together and walk through what I just suggested to you, so that they problem- solve for themselves and you act as the convener. The interesting thing for you was pointed out by a nice guy in the Department of Labor who commented, "Business people use the library to have questions answered. The problem is that the library doesn't sell that to anybody." John Kalenberg told me he figured he had about a thousand calls every two months from business people who were in the Fresno metropolitan area. He thought because he had literacy service, "My God, I should be telling business people that we answer their questions." So there are two parts to it. Here are business people coming in to have questions answered and the library is not telling anybody that business people are doing that, so no more business people would come in, of course. You don't want anybody coming in to ask ques-

tions. I'd rather read my book at the reference desk than answer a question. So there are two parts to that: promotion and capitalizing on questioning by business people on a regular, recurring basis about an array of things that interest them. And if I were going to capitalize on it and we just did this ourselves three months ago when we gave the fifteen reference centers in California a portapack. It's an inch thick. It is: **Best Bets in Workforce Literacy**. There are issues in it. We just talk to people about how they would put those issues in the catalog, or up on computer screens, or in data systems. So if a person comes in and says, "I want to know about employee assistance programs and confidentiality." You can call that up and you also can get your folder on work force literacy and bring it to that individual. So here's another possibility for you by capitalizing on what you've already got. By being a convener. The third one is acting as an instructional partner with Adult Basic Education, with community colleges, with community based organizations, or with an employer. You're an instructional partner.

Now in Southern California one of the big things the Chamber of Commerce people kept bringing up at the seminars we were convening was, "I want some assurance that even if the person has (and I hate to use these words) a second grade reading

level that as they move across this continuum, they will not fall through another crack. I want to have a seam here. I know that Joe Jones can start at the library, but I want some understanding that he will be at Downy City College and he can get there too. Can you give me the assurance that these folks work together because it is troubling to me to see that they do not." And you're talking about continuums and service and educational instruction and all that, but what I witness in the literacy provider community is turf fighting. So I have to look out and have an array of options for people that the library is an instructional partner. Deciding what role you have as an instructional partner is also for another day.

Lastly, the library should be in a position of being an advocate and a promoter of creating a more literate community, and attaining a more literate workforce. There are two reasons for this and they are both selfish to the library.

A more literate community and workforce attracts business to you and keeps business with you. And that's what the city manager does all day long. They do those two things. So you'll have an ally in city government if you talk about it this way. That's their job. Now, this city manager, one that you are going to get to know, is going to be on your side when it comes to asking for

dollars, because what are you going to help him to do? Keep a stable or growing tax base. That's what you do. Since you do that, don't you think you should get paid for that? I mean the compensation trade-off is extraordinary for the city. It's in their best interest and yours. Or does a library prefer an unstable tax base and a declining economy? Some don't know that either is the case. Those are the roads that connect.

The other new engagement, real quickly, is a phenomenon only of the last couple of years, and it's called "cause-related marketing," or how to rent your name and make money. And it's a win-win situation. It means that a particular company or corporation has a vested interest in doing something with a product or a service that needs a name that they have for themselves, raising the public's eye to what they do, and you participate in that by having your goals met about what it is you wish to achieve, and you find ways to work together. One of the things that this does involve is personal, professional, and program integrity. We don't do liquor for literacy in California because we have many people in our programs who are recovering alcoholics. Others have chosen to do liquor for literacy. Why would we ever want to make such a statement that the liquor industry people and us are partners, or smoke people and us are partners?

Why would we do that? So we have to engage that too. Is this for us? If we do this, do we have ourselves and our integrity intact by doing this? Can we still answer the question: Who are we anyway? And I think we come down on the side of we know who we are about and that we have people coming in asking us to be with them in a cause-related marketing initiative.

The other thing I want to leave you with in terms of workforce literacy is that there is an unfortunate thing rumored about that somehow corporations and foundations are also another kind of quick fix; their five thousand dollars or their six hundred dollars or their ten thousand dollars is what I need, and people who are teetering at the edge of succeeding find that they should do grant writing to employers. I think this is all wonderful. But there is one reality piece that I want to leave you with today. In America all corporate giving, all individual giving, if you took it all together, is some billions of dollars, but in real terms it is 5 to 15 percent of all the money that would be provided to your program over ten years. This is eighty years of philanthropic giving. So anyone who says, "Let's go ask corporation X for five thousand dollars, and let's go ask corporation Y for ten thousand dollars," I can guarantee you that if you were God's gift to the activity, if you were the best, 5 to 15 percent of your

total operating budget would come from those sources over ten years. You can't break that rule. That's eighty years. Every single year it keeps coming back. In fact, educational donations are down and social justice donations are down, so giving is less now than it was five years ago. But a panacea is that corporations/ workforce literacy can solve this, solve my dilemma at my local Laubach Council, at my local LVA. I would rather you spent the whole year creating a situation of visible value for what you succeed at doing with your city manager through three votes in the city council. I would rather have you do that because you will get more money regularly for that than you will ever get from the corporation or the foundation. We witnessed that in California. In fact, I said to some people who would rather deal with the governor, we have a line-item veto in California, some other states do as well, in 120 legislators who said, "Let's go to the legislature." The legislature should pay it all. We should do it. 120 votes and a blue pencil every single year. And we'd rather do that than three votes on the city council, four votes on the county board of supervisors. I said, "I want to commit you! Four people vs. 120 and a blue pencil, it doesn't make any sense." I've run out of time completely, I'm way over. That's workforce literacy from a larger context and I'll be around for questions.

Here's Rod who's going to say how they took these things, and articulate them in a programmatic way.

Rod Macdonald, Special Projects Consultant, The Library of Michigan

Paul's given you a broad brushstroke. I'm going to give you a very thin-line brushstroke. What I'm going to try to do is to incorporate a lot of what we've been hearing in the conference, a lot of the principles. We've talked about collaborative kinds of programs, whether it has been family literacy, whether it has been adult literacy, it doesn't matter. Collaborative has been the word of the day. Let me try and demonstrate that in what we're doing here in workforce literacy. We talked about a holistic approach to literacy. I think that's again what we're trying to do in our one small attempt here in Michigan. But before I tell you exactly what we're doing in literacy I can tell you the context out of which it comes. I run a program in Michigan called the Education Information Centers Program (EIC). It's a program started three years ago by the Kellogg Foundation as a pilot project in four states: Pennsylvania, Nebraska, Washington State, and our state of Michigan. It aims at providing information about job search skills, retraining for new jobs, financial aid

to get that retraining, how to start small businesses, career decision making; anything to do with and for adults in transition. The focus was adults in career transition if you will, or in job transition. And if you think about the four states I've just named you can see why it fits the states so well. Each of them have major employment problems. Each of them have major dislocation of their workforce problems. The idea was to pull all the information regarding those topics that I have just described to you all together in one place in a library. A place where it was easy to find when you walked in the front door, it was easy to get at, and it came in lots of forms. There was the print form: obviously lots of books on resume writing and career descriptions and small business pamphlets, information about financial aid, and civil service tests. Then there was also computer-assisted career guidance software available to people: Sigi Plus, if you're familiar with those; Discover from ACT Company, and a new one in Michigan called Passport To Your Future. It helps you go through a series of questions, take aptitude and skill tests or scores that you had done somewhere else and plug them into these computers. It allows you to narrow down your career choices, and begin to explore whether or not these would be things that would be interesting to you. Those kinds of things. There were video tapes avail-

able. There were program-types of things; a resume writing clinic, or how to deal with stress while you're unemployed. A whole variety of things were available in these education centers in the public libraries. Why public libraries? I've mentioned in one of the other sessions because of the neutral character of public libraries. Debra had said she wished in her adult literacy programs people had been asking, "When was the last time you used the library, or have you been using the library all your life?" We did ask that in our program and forty-seven percent of the people who walked into an Education Information Center had not been in a library since they were forced to in their grade school. So we were reaching a group of people who were not library users, and

...forty-seven percent of the people who walked into an education information center had not been in a library since they were forced to in their grade school.

we were also reaching a group of people who oftentimes had not graduated from high school, or if they had graduated from high school, certainly had not much education beyond that. They were coming to the library nonetheless. So the library was not the intimidating place that it has sometimes been portrayed. Anyway that's what the Information Center project was all about. We managed to put it into four pilot projects, which quickly turned into five, and we got some more money from Kellogg for one additional site that already had some things going. We've since added six more sites through LSCA monies. Four out of the five original projects have institutionalized the service and are paying for it on their own. The Kellogg money is finished as of this June and we're very happy with that. One of the new LSCA sites has already been able to tap some JTPA funds to keep their project going.

When I count the years from the time we started service, the time we actually opened the doors and started serving people, we've managed to serve in the first two years thirty thousand people in five public libraries. In some of those cases it's really unbelievable. In the Marquette Public Library, the city of Marquette has a population of some 35,000 people, they served nearly 500 people a month in the EIC program at their library. In Flint Public Library almost in the very first

month they were serving over a thousand people. When you realize that 47 percent of those people were people who hadn't been using the library, 47 percent of 12,000 people a year that they're serving, they're bringing a lot of new people to the Flint Public Library as you can see. The one other piece of the service that's provided there of course is one to one personalized service by a trained staff in the EIC and that's what sets it apart from traditional career corners in libraries where there's a collection of material and it sits there and people go and use it. Here there's personalized service where people can get their questions answered and in fact it's characterized that the people who are served spend at least three quarters of an hour every time they come on a one to one basis with a person there. Now not everyone spends three quarters of an hour obviously, but those people who choose and need to have that get it and can get that kind of service. Some people are in and out, just like anybody in the library. They get what they need and they take it home or they sit down and read and they're gone. The point is it's personalized service from a well trained staff. We've spent time training staff on how to deal with these issues of career decision making. We've taught them about the tools and so on and so forth and they have done the job. The number one thing that the people coming to an Education Information Center

tell us is the best thing is the staff. Being able to get help from the staff is the number one thing. So like all the other programs we've talked about here, it's labor intensive. Labor intensive programs cost lots of money so we've got to do this on a collaborative basis. One of the things we've always stressed is don't try to do this service alone. Do it in conjunction with other agencies in your community.

Lots of the people coming in, we began to discover, were people who needed help with their reading skills. The problem was they were getting dislocated from their jobs and they weren't able to move along that continuum. They were being asked to perform duties on their job that they couldn't comprehend. They couldn't read the new instructions. They couldn't program a computer to do the welding that they used to do ten years before, for instance, in the auto industry. So when they began to identify that, we had to have somewhere to refer them. Fortunately all the EIC libraries were also working very closely with their literacy councils and we did have a place to refer them and we began to identify that as a major problem. The two things go hand in hand, it's so clear. I don't have to emphasize it any more, it's so clear. The skill gap in Michigan is very similar to the statistics you quoted. 80 percent of the people on the job now will be on the job in the

year 2000. In the state of Michigan there's nearly 1.6 million functionally illiterate people. You can go on and on with the statistics. You don't need to prove that. So it was our thought then that we needed to take advantage of what the EIC's had already done in terms of a literacy project the library could promote. The EIC's had established a network of other agencies they were collaborating with. They had established a network of employers they were working with on a very close basis. All of those things you need to have if you're going to do something with a workforce program. The EIC's worked closely with the literacy councils. The literacy councils are coordinated by Michigan Literacy Incorporated, which has their offices at State Library of Michigan. The state library donates space to them. So that seemed like a nice tie, we were right there. And we're working with the business community at the state level through the Department of Labor, through the Governor's Office for Human Investment and a number of other sources. With all those things in place already we said, "Why not? Let's do something in the workforce." So we applied for a Title VI grant and we got it, and I just want to go through it with you. The purpose of the grant, overall, is to do all the things that Paul told you about. Let me tell you just a little bit about them in detail and the steps that we've taken. We've added a couple of little

wrinkles to it too. It's a collaborative project, obviously. We're doing it with the State Library of Michigan, Michigan Literacy Incorporated, the volunteer coordinator for the state, and the EIC Project, funded through the Kellogg program. We're going to pilot this project in five local library sites in Michigan and that's what we intended in the first place. Let's pilot it, see what this model looks like, and if it can be modeled then we'll try to expand on it from there. What we wanted to do is basically three things:

- 1) First to train selected public library staff, EIC staff, staff from the EIC network that hadn't already been established, especially among human resource agencies - our holistic approach. The workforce doesn't just spend its life working. It has another life and lots of people in Michigan, lots of people in the nation have two people in the family working now. Oftentimes in Michigan you still only have one of them working; the other one is dislocated or laid off, running through the Department of Social Service, going to the unemployment services, getting family counseling, going to women's crisis centers, or putting their children in daycare. The EIC's had already established a base with all of those other agencies. Our thought was, "Well that's fine; they're able to tell when people who are looking for jobs need this

kind of job information and they refer them to EIC's." How much referral do those agencies provide to literacy programs? How often do we see people trying to get help in the Department of Social Services who get a hard time because they're not doing very well at following the instructions. They're being yelled at oftentimes by impatient MESC workers or employment services workers. They have to fill out the forms right now; they can't take them home, a guise that they all use. "I'll take these home." Instead they are told, "No, if you don't fill them out now you'll have to get in line again." And my thought was maybe we could bring in those human service workers since we have such a good rapport with them already and begin to do some of the things Paul talked about; begin to give them little signals, little hints as to things they could look for that get repeated often enough, the story about the glasses; "Well I don't have my glasses with me, I can't fill this out," or "Could you read this to me now?" "No, I don't have time to read this to you." Those kinds of things in an effort to have those human service workers maybe be able to get to the point where in the proper manner with the proper techniques, can actually ask somebody if they need help in that area. They can actually refer them to an agency. Of course in order to do that they need to know what services are available. Most of our people

in the human service agencies in these small towns just don't know what's available. They don't know. So that's another thing that we wanted to do in a half-day workshop. We wanted to give them simple assessment tools. We want to also give them an overview, like Paul has, of how important literacy is to the whole economic base of this community. Most human service workers, if they're really doing their job well are working to put themselves out of a job. That's what they're trying to do. If they're really effective, of course, they don't have a job. Unfortunately that's not the real world and we continue to have lots of human service workers. But in an ideal world that's what they'd be trying to do. What we'd like to try to do for them is draw the connection between a solid, literate workforce and what it would do to the economy. What would it do to the number of people that would go off welfare? What it would do to the number of people that would go off unemployment? What it would do to the number of people who would now become part of a skilled workforce and contributing and paying taxes in their community and making a strong tax base that Paul has pointed out? That needs to be known by human service workers as well as the business community, as well as the school community, as well as our librarians. So that was our first goal in our first half day of workshops.

The second day of the workshop was to target the employed population, that is employers. In this case we wanted to go after the small businesses. Why? 93 percent of all the new jobs in Michigan that have been created come from small businesses employing under fifty people. Those are the businesses that have the most trouble providing any kind of help for people in their workforce who are having those kinds of problems. They're also the businesses that are most hurt. Think about it. If you've got an employee workforce of five thousand people and 10 percent of them can't work or are functionally illiterate, having problems in this area, how many is that? You've got 500 workers spread out all over your plant doing all kinds of things, working on the line, working in the front office, janitors, clean up people, fork lift drivers, all kinds of people. If they make mistakes, and this isn't true entirely, their mistakes are spread out over large functional areas. If you've got fifty people on your workforce and 5 percent of them are functionally illiterate, how many is that? It's only five, but it's five out of fifty that are making mistakes that can cost that small business lots and lots of money and put them out of business in no time. I'm sure Paul's heard horrendous stories even in large, large workforces of mistakes that were made by people who read the instructions wrong

and cost their company a million dollars because the part was made upside down for the first two months before somebody figured it out. So what we wanted to do was target the small businesses since they were hurt the most and the first thing that we wanted to do was to convince small businesses this was an issue for them. We knew already through the literacy councils in attempts to go out and preach that gospel to businesses, they responded, "We don't have a reading problem." And the literacy council knew they did because they had five of their workers signed up in their literacy program. Of course they weren't telling them that because it's a confidentiality issue. But they know they have a problem. So our idea was to try to do this basic awareness program for the employer as to what the impact of a low reading workforce would be on their businesses and what they could do about it, of course. Some of the steps were very similar. We wanted to talk about some of the signs that you can look for in your workforce, some of the things that you could ask. We wanted to provide the legal basis for what you could and could not do as an employer, and so there's a section in the workshop on that. We wanted to provide success stories so we wanted to bring in and will bring in people who are running programs, or are participating in programs, or company heads that have worksite programs al-

ready going in Michigan. We're discovering in Michigan, as it was pointed out today, every time we turn around we find out that there's another worksite program going on somewhere that we didn't know about. It's one of the things that really does, from an information processing stand point, need to be done. There are a lot more of them going on than we ever imagined in Michigan. But at any rate we wanted to give employers those kinds of examples to show them that this works. It can be successful. Here are the kinds of models that they have. And by the end of the day hopefully we've got them convinced that this is a program that they can work with and deal with. And there was one last step for them. Now that we've done all that, what about the employer that says, "Okay, I'm interested. I want to do something to help my employees." Well at the stage that the local literacy councils are at right now, and where we are at the state library, and where Michigan Literacy, Inc. is located. We didn't feel that we could actually get into the instructional business of actually doing that. But what we did think is that we could be the broker. We knew where these people were, we knew where the resources were. If we could simply match them up we would then bring them in and let them do on-site consultation with a company to help set up the program. So that was the last offer we were going to

make at the end of the day. If your company is interested in setting up one of these programs, write to us, stop and see us after the workshop and we will match you up with a consultant who will help you to put a program together. That's basically what we're planning on doing. How are we doing it? This goes back to some of the strategy issues that we're talking about. Obviously, we've got some money in the grant and that's going to help a lot to bring some people in. But our biggest concern was that we didn't try to tell any given community what they ought to be doing or how they ought to be doing it in their community. So we took all these partners again, including the Department of Education and we're holding separate strategy meetings in each community. One community's strategy could be entirely different from another. Who for instance, and we think this is the part that's going to be the most difficult, is going to get employees to come to a workshop that's sponsored by the state library, the state literacy coordinating council, if they don't think they've got a reading problem in the first place? Why should they come? So maybe one of the strategies is that we don't sponsor it at all; we convene it, but we don't sponsor it. We get the local small business association to do it, the Chamber of Commerce to do it, some influential so and so in town.

"...you have to use local input. They have to buy into it. If they don't buy into it, forget it, you're not going to go anywhere with it, no matter what you try to do as a library.

The sponsor is whatever organization the business community will listen to, that's who we'll get to do it. Who knows that better than the people who live in that community? At the state level we can't tell that, so we're holding that kind of strategy meeting there. Thus we're working at the local level with each community to devise the strategy as to how to go about doing that. We're also going to be talking to them in terms of what their biggest need is for those several things in the workshop they think we ought to emphasize the most. For instance, if they know that there are two or three employers who have already talked about worksite programs, then maybe we don't need to spend as much time up front talking about the need for that. Rather we can work more on the options that are available and the brokering

process of matching up experts with them. The point here I think is to recognize that you have to use local input. They have to buy into it. If they don't buy into it, forget it, you're not going to go anywhere with it, no matter what you try to do as a library. You've got to get them to buy into it, both the employer and the human service agencies. We think there's a huge advantage because the EIC's have already established that network. There is a nice marriage already that we can utilize. But if you're starting out fresh without that, without those kinds of ties, you absolutely have to use that local input in order to get further along in the process.

One example of how the strategy differs. One of the sites is Marquette, which I mentioned earlier. It's in the upper peninsula in Michigan. If we hold a workshop up there for anybody from anywhere else in the upper peninsula to come, we're literally talking as far away as three or four hundred miles just in the upper peninsula. You can drive for almost 18 straight hours within the borders of Michigan and never leave the state. It's a very big state and people don't recognize that. But the upper peninsula is very rural, very sparse, and people tend not to want to come to meetings. Fortunately we've been working with Project Plus in the upper peninsula and when they heard about this project they said, "Let's

teleconference this whole thing all across the upper peninsula." So right away somebody else stepped in and that's the strategy we're probably going to use in the upper peninsula. In fact that planning meeting is coming up almost immediately when I get back from this conference. If that turns out to be successful we'll probably use it in other rural areas of the state as well. But it just gives you one example of how that strategy will be different from others. That's pretty much my story. Any questions?

Q. How can you adapt the program to local needs?

Rod Macdonald: There's an action statement you can pass around that describes the steps in the process. I think you first have to determine if that's the kind of role that you want to play with your library. Paul talked about several roles that libraries can perform. We chose two of the four that you talked about and kind of stayed away from the real direct instruction role and didn't do much with the co-sponsorship of the big business, although we may look at that now. But I think we did pick out the promotional aspect and we can play that role and we can play the role of being the resource provider, organizing information in a way that turns it into knowledge. Rather than saying, "Here it is, if you look this over you'll know everything there is

to know about your problem." That's just not the way we need to do things. We need to organize it into fact sheets and reading lists and videotapes, things that translate it into useful knowledge for the people that are receiving that particular information.

Paul Kiley: I think that there are couple of things that we've learned in the last five years. The old approach, four years ago, which was detrimental to the entire effort, was to say, "I don't know anything about McDonald-Douglas or Apple Computer or Joe Doak's Pharmacy on Main Street. I know nothing about any of those." So imagine with some arrogance and timidity any literacy provider going to any of those, and they did, and this was the unfortunate thing, saying, "Do you know that at McDonald-Douglas one out of nine people in your workforce is functionally illiterate?" McDonald-Douglas said, "Who are you? Get out of my face!"

One thing we have changed is we ask the question now. It's now called "Helping Managers Make Better Decisions About A Literate Workforce." And we sign up the whole room because you're giving them an automatic benefit. You can go anywhere you want to with that in your scheme of things, but make sure that you stay out of, "You don't know us at all. You can't possibly deal with things that are going on with me." But

it's been a question that has gained great ground in state government with nineteen different departments and agencies, totally non-threatening to them. And we'll tell you what happened in state government. In doing a seminar for all the senior executive training people in state government, and I would hope that state, county, and city government would get invited to your things too. Several people stood up and said, "I don't want to drift into the fact that we're talking about ditchdiggers at the California Department of Transportation, or Office Tech One's, or Office Assistant Three's; we're not talking about them. I was a training executive, I was a secretary in the department of state government, and I kept the secret of my manager who was functionally illiterate. And he's still the manager of that department. He's never gotten promoted, never gone anywhere. He directs the lives of 500 people and if you want to know about the obstacle to change, that's the obstacle to change. How could we ever bring this up back home since he is the one who is the keeper of the secret." Well she sat down and nine other people from other agencies said, "This is true for me too." It's the manager who is the person who is functionally illiterate. They're 52 or 58 years old and they're working in state government because our state government created situations in the fifties and sixties of bringing

people into state government on work experience without graduate degrees and college degrees. So we have an enormous part of our work force that is that way.

Rod Macdonald: Let me tell my anecdotal piece. This piece that we just passed around had been out no more than two weeks. Somehow it got to New Jersey and a woman who was the personnel director of a chemical plant heard about this proposal and said, "We have a branch in Detroit, Michigan and we want to know what you can do to help us with our illiteracy problem in our chemical plant?" As we talked she started to be more and more open with me. It was pretty clear to her that we weren't up and ready to go yet so she started to talk about the company's attitude towards this problem. Their only concern was that they knew they had people handling dangerous chemicals who could not read the labels on the dangerous chemicals, and they were scared to death that somebody was going to blow that plant up. They wanted to do something about it before it happened, and of course what they wanted to do was identify and fire. That is the most dangerous of all. But if you think about the problems on the workforce and put it in the context of things like chemical plants or electrical maintenance workers or utility gas workers and what it can do to a whole community, let alone the workforce in that plant, it is a

much bigger problem. It is a growing problem each day that we let it go by.

Paul Kiley: Mark, you asked me a question before we began about how we know if we're succeeding with our competencies. And I'll talk about it from a public communications standpoint, first of all in terms of messages. I think the best message you could possibly have is that the employer is the spokesperson. "When I met Joe, this is what Joe did well and these were his difficulties. This is Joe now and this is where he is headed." You always want to bring those into focus, that was then and this is now. Employers really buy that if you talk to the employer who has a chemical company and you bring him the journeyman gas pipefitter's story, you do not bring him the bank clerk's story. So you have to match communication. Don't mix up stories and don't say, "I have a snappy, one shot speech that's good for everybody." There is no speech, video, radio show that's good for everybody. In all of this we've still got to know who is our target audience and what we want to accomplish with the target audience.

We have one advance and it's not anything to do with workforce literacy at all. It's in health benefits. Find out how small business people collaborated in a central city. They all bought health in-

surance for their part-timers and their full-timers. They succeeded at recognizing and solving a situation that they faced in regard to healthcare. You can bring that over into a consortium effort in workforce literacy. You've got a cooperative model. They've already done that in healthcare you can bring that information over. You can spark that. "I've got it. There's a way we can all give one hundred and eighty five dollars per person and have a pool and a learning center."

Rod Macdonald: Who do we invite to this? Do we invite the president of the company? Do we invite the personnel director?

Comment: In Washington a couple of years ago we had a workshop on workplace literacy where we tried to get CEO's to attend. If you don't have that buy-in at that level it is very difficult to get the program going in the company. I don't know how to get that buy-in. We were marginally successful.

Rod Macdonald: In small business the term CEO is not always applicable. Oftentimes it is the owner of the business. Oftentimes the owner is an absentee owner. The next level down is the human resources person who runs the workforce. What you have to do is rely on your local community to be able to tell you about that. We're working in a small town, LaPire, Michigan. Everyone comes into

the library to get access to the University of Michigan's business collection. They come in often to get business questions answered. Those librarians can answer who to invite.

Judy Rake: Sometimes you have to wait a period of time. Just because you go to them sometimes you get no response. We had several people from the Holiday Inn who were in our program. I couldn't go to Holiday Inn and say we have these ten people who are being tutored. They are telling me we don't have any problem. Six months later I got a call from a frantic personnel director. Sometimes they have to know it is available and to identify a specific need.

Paul Kiley: Two unfortunate things that you have to be wary about are that the phenomenon is so chic, trendy, and in that where there is money to be made there are always instant experts who suddenly appear in front of you. They don't know much about anything but they claim to, and their claims actually hurt you over the long haul because what they do dissolves as soon as they engage some thing on a practical level. The second dangerous person out there is another kind of information broker. I welcome libraries as information brokers but we actually have brought in instant experts who go to companies and say that they will broker. They are going to get paid two thousand dollars a day to dis-

cover who the literacy providers are and tell a company. They've come out to our libraries and interviewed our program coordinators. So we have two different kinds of instant experts out there that accordingly the marketplace should take care of them.

The real difficult task still in front of us is, "How do I audit the particular needs of a particular workforce?" Very talented people are needed to do that job. That is very labor intensive and very talent-centered and not everybody can do it.

Rural Literacy Session - Monday, May 21, 1990

Panelists: Sibyl Moses, Office of Library Outreach Services, ALA
Vikki Jo Stewart, Kansas State Literacy Office
Betty Ann Funk, State Library of Pennsylvania

Moderator: Frances de Usabel, Wisconsin Department of Public Instruction

Note: Because of technical problems, this session reflects notes taken by other participants and from the conference speakers' collection of the discussion.

Frances de Usabel: Welcome. If you remember the State Library Literacy Survey that Shelley asked you to fill out last November or December, one of the questions was: "of the following categories of service to special populations/or current trends in literacy, please check off the seven subject areas in order of priority which would be the most useful to you as a focus of this conference."

Among the choices were developing outreach to the homeless and to local shelters and tailoring literacy services to serve the special needs of the elderly.

The top priority - with 33 votes, and 15 first choice - was developing family literacy programs.

The second most important - with 27 votes, and 8 first choice - was developing literacy services in rural areas.

So here we are. In choosing speakers for the panel, I consulted with Barbara Humes, Program Officer for Title VI, Office of Education, and she gave me some names, based on her knowledge of what different states had done in rural areas through Title VI.

Rural Phenomena:

- scarcity of health and social services
- economic hard times (poverty, unemployment, substandard housing, unsanitary living conditions)
- isolation and lack of mobility (lack of mass transportation; people below certain level of literacy won't have drivers licenses)
- isolationist attitude
- lack of educational resources
- scarcity of trained people resources-including librarians
- elderly illiterate in rural communities - for example, in Wisconsin, when we analyzed census data, the people with the least education were over 70 years old. Individuals in rural areas are most likely to have the least education.

Rural literacy has not really been covered in the literature of

our profession. Rural communities have been defined as having a population of 4,000 or less. We can list some of the problems characteristic of rural communities who have a literacy problem. First of all, they have a scarcity of resources of any kind. There are four distinct obstacles to rural literacy programs:

- 1) It is very hard to reach people and there will always be people that you cannot reach.
- 2) People want to protect their anonymity.
- 3) Rural communities are very often elderly communities.
- 4) People in control often have a problem themselves. The library may have a Trustee who is a poor reader, and therefore feel he or she is risking discovery by supporting a literacy program.

Betty Ann Funk, State Library of Pennsylvania

Pennsylvania has the largest rural population in the country. It has the largest number of small towns. In Pennsylvania many literacy coordinators are employees of the library. They do also have state literacy money, which came through

the Adult Education Department.

The Pennsylvania State Library received Title IV money to fund a project to train librarians to be catalysts for literacy coalitions in rural counties. Pennsylvania has 23 local coalitions. Rural communities have a hard time meeting funding criteria as well as all these other problems.

**Sybil Moses -
Office of Outreach Services,
ALA**

The Office of Library Outreach Services was established in 1973 in response to a need for services for the rural and urban poor and the disadvantaged, including those people who could not read.

In 1975 a Title II B grant was made to OLOS for the publication of a manual on literacy programs. In 1979 OLOS received a grant from the Louey Foundation to train librarians in establishing literacy programs.

Today, OLOS has 2 grants for literacy projects. The Bell-Atlantic Family Literacy Project is a one year program to develop library-based literacy programs in the mid-Atlantic states. Fourteen rural communities received grants to develop programs.

The target of OLOS in the 1990's are PPC's, persistent poverty communities, of which there are some 200 in the US.

These are communities where the per capita income is \$4,000.

The second grant program that OLOS is involved in is the Seaman's Bequest. A sum of money was left to ALA and the Executive Board has decided to make rural literacy a priority. ALA will sponsor a competition that is specifically for persistent poverty communities. They will award 10-15 grants for about \$25,000.00

Vikki Jo Stewart:

As Director of the Kansas State Library Literacy program, as Supervisor of ten VISTA Literacy Volunteers, and as a V.I.T.A. (Volunteer In Technical Assistance) for Literacy Volunteers of America, Inc., a national nonprofit educational organization, the literacy challenge in Kansas has been intensified. My philosophy is that volunteers are mentors first and tutors second. That notion needs a great deal of sensitivity training and time spent discussing the tutor/student relationship. There are many methods to teach someone to read. Any method will work with someone at one time or another. Method is important but my concern has always been in the retention of adults and the awareness by the adult that they are somewhere on the continuum of lifelong learning. Adults come to a program with an expectation that they will get "it" in a few months -- whatever "it" is.

Tutors (trained to mentor) see themselves as links in educational "MASH" units. Tutors know that a great deal of time and motivation will be necessary for the adult to be successful (whatever success means to the student). Actually, the adult student will experience many successes. The tutor is the important link and helps adult students realize that "the more they know -- the more they know they don't know."

Starting in August of 1984 with a special 310 project through the Kansas Department of Education -- they call them 353 projects now, my project was called KV-TUTOR or Kansas Volunteers: Tutor Utilization and Training of Resources. A non-scientific survey showed FY85 with nine models, 90 volunteers and 220 adult students. FY89's non-scientific survey showed more than fifty programs, 1500+ volunteers and over 4500 adult students. The volunteer efforts for the most part are through community colleges or unified school districts. As a response to Project Literacy U.S. (PLUS) the past four years, a really rural grassroots effort pioneered momentum and found support from the Kansas State Library Development Division and specifically in the Literacy Program. The State Library Literacy Program continues to play a vital role in the provision of services by providing linkages between adult basic education programs and

local libraries. The Literacy Program facilitates "nuts and bolts" training in the areas of (1) program management, (2) basic reading workshops, and (3) in-services as requested. Additionally, the State Library Literacy Program provides a speaker for the following: local service organizations, volunteer appreciation/motivation, legislative committees, Private Industry Councils (PICs), ABE Cluster in-services and Library System in-services, as well as regional and national presentations.

The demonstrated effectiveness of the State Library Literacy Program is in the development of the Kansas Alliance for Literacy, a state level organization endorsed by the Governor to coordinate all literacy efforts in Kansas, both public and private. The Kansas State Library Literacy Program was the primary motivation to establish the Alliance. Members of the Alliance are in policy making positions and include representatives from state agencies, state organizations, business and industry and service providers and adult students.

The objective of the Kansas Alliance for Literacy is to increase the awareness of adult illiteracy in the state of Kansas and to establish a state-wide consortium to address illiteracy. The Alliance believes there is a body of knowledge and skills that all individuals need to possess and to use in order for them to func-

tion effectively and successfully as active citizens, as productive workers, and as knowledgeable parents. The basic knowledge and basic skills needed include reading, writing, speaking, listening, and computing; as well as solving challenges, and interacting with people. Basic knowledge and basic skills of occupations, of economics, of wellness, of community, of governments, and of laws must be included also. Therefore, the objective of this Alliance is to make available basic knowledge and basic skills to those in need. To that end the Alliance works for the elimination of illiteracy in Kansas.

Literacy is a strand weaving all aspects of our culture into the tapestry of our future. Without that strand, all effort are weakened. Library systems and adult education guide the natural process in rural Kansas.

The Alliance supports regional coalitions such as Southwest Kansas Literacy Coalition and

the Literacy Network of South Central Kansas.

Finally, the Governor's Conference on Libraries and Information Services will host nine pre-conferences on September 22, 1990. Those pre-conferences will have teams of moderators from the ABE community to facilitate the process (1) to determine issues and (2) elect delegates to the Governor's Conference in November. That arena of cooperation promotes a stronger working relationship between libraries and the adult education community.

Illiteracy is a solvable problem but will need a strong collaboration of efforts. Agencies that were "bogged down" with territorial issues are able to see the common cause in literacy as a strong component. Literacy is a strand weaving all aspects of our culture into the tapestry of our future. Without that strand, all effort are weakened. Library systems and adult education guide the natural process in rural Kansas.

"The National Literacy Act and its Effect on Libraries"



Senator Paul Simon

Introduction by Judy Rake Illinois State Literacy Office

Paul Simon, in his legislative efforts, has championed the interests of working families and others needing a voice in the nation's affairs. The wide-ranging agenda, which Senator Simon has sponsored and voted for, emphasizes education, job training, and healthcare. His sponsorship of senate bill 1310, the national literacy act of 1989, shows the senator's same concern for the plight of the people with whom we work and whom we serve. He shares our concerns and I'd like to read just a few of his remarks which he gave before the committee on labor and human resources' executive session in November of '89.

"Illiteracy is a great weight that keeps this country and millions of our citizens from reaching their fullest potential. People who can't read can't do many of the activities that most of us take for granted, like reading a newspaper, getting a driver's license, filling out a job application, or helping kids with their homework. Illiteracy perpetuates the generation to generation pattern of too many citizens poorly prepared to help themselves and our economy. Mr. Chairman, my hope is that this bill will help to change the lives of people throughout our country. The bill is the first major effort to combat illiteracy at every level from newborns to adults, to unify and coordinate efforts, and to expand upon existing programs. We will not remain competitive in the world's marketplace unless we address the basic skills and literacy deficiencies of our present and future workforce, and those deficiencies by anyone's estimate are massive and rapidly growing."

He's here this morning to share with us the effect of his literacy bill on the library community. I told him that we've been wrestling with these issues for a day and a half. With no further introduction, may I present the honorable Paul Simon.

My thanks to all of you for what you are doing in this field that doesn't get any headlines but is extremely important for the future of people you deal with, and ultimately really for the future of our country. The general recognition that what you are doing is important, I think, is there with the reauthorization of the Library Services and Construction Act where the original 5 million dollars I got in the bill, I forget how many years ago, has been up to 10 million dollars. Now that's not the same as an authorization, not an appropriation, but in the past we have been pretty successful in getting those appropriations in this field, getting recognition of the problem. And let me add, I know I'm probably speaking to the converted people so if I just repeat the obvious forgive me. It is important that you have programs because people who

cannot read and write continue to hide it. They are embarrassed by it. Sometimes they even try to hide it from their families; certainly from co-workers, certainly from neighbors. They are simply not going to walk into a grade school or a high school, with rare exceptions, and say "I can't read or write." They have to find a place where it is socially acceptable for them to go in, and no one is embarrassed to walk into a library. I hope no one is embarrassed to walk into a library anyway. And so they can walk into a library and feel very comfortable and if their neighbors see them walking into a library, not only is it not embarrassing, it may even add a little status to be seen walking into a library. Or maybe a church basement, or wherever. But the traditional school setting is just not what is going to be acceptable.

We basically have hidden the problem. It's a little bit like when I was first elected to state legislature in Illinois. We still hid mental retardation. If you had a mentally retarded child, first of all, the majority of public schools didn't help your child so there was no incentive to bring that child out; almost literally retarded children and retarded relatives were kept in the home, almost kept in the closet, just rarely brought out. And then finally we changed our attitude and we recognized that we should face the problems of retardation and make assets rather than

liabilities out of these people, and that's precisely what we have to be doing in this field also.

I got involved very accidentally. I was a member of the House, I had open office hours periodically in various communities in my district and people would come with some kind of federal problem that required me to look at their records. Before I could look at their records I had to have people sign a consent form. Every once in a while someone would say "Is it okay if my husband signs?", or "Is it okay if my wife signs?" Or I would see people very, very carefully draw their names, and I knew it was the only thing they could write. So I gradually became aware of the problem of illiteracy. I didn't really know it was a problem before, but I guess in some vague way maybe I did. Southern Illinois is an economically depressed area. When people came and were desperate for jobs, the first question I asked was, "Can you read and write?" And when there was that awkward moment of silence I knew what the answer was going to be.

And so I held hearings for the first time in the history of Congress on the issue of illiteracy. Ted Bell, who was then the Secretary of Education (even as Secretary of Education he had just paid no attention to this problem), had a prepared testimony for the hearing and he

then got interested. And I worked with Ted Bell. We would have a series of breakfast meetings where people who were interested in this problem could come together and brainstorm about what we ought to do. One of the people who joined us at those brainstorming sessions has become a little more famous since that time. Her name is Barbara Bush and she has contributed. And I'd just like to say that I'm very grateful for the contributions that she has made in bringing some attention and some visibility to this problem.

Let me tell you about two people and then go into the bill a little bit, and then answer questions for a few minutes. I held a town meeting at Toutopolis, Illinois. It's a small town of about 750 people. In a town hall half the size of this room we had held a town meeting. People jammed in there and a woman got up, who was obviously nervous and said she'd never spoken to a group like this before. But she said, "I'd like to read to you the first letter that I've ever written." And she read this letter thanking me for establishing the Vista Literacy Corps, under which she learned how to read and write. And the letter was really kind of the story of her life. About halfway through she started crying and she had half the town hall meeting crying. When she finished I said to her, "Gloria, would you be willing to come to Washington and testify?" She

said she would and the same thing happened. When she finished, Senator Nancy Kassenbaum, a Republican senator from Kansas, leaned over to me and said, "I know I'm a senator and I'm not supposed to cry, but I couldn't help it." I won't go into all the details but one thing led to another and then we ended up with another witness.

I wish this story had a happy ending, but unfortunately this next one does not. If you're a football fan you'll recognize the next name: Dexter Manley was making \$600,000. a year, about what librarians make, and was standing on the sidelines when Joe Theisman, the quarterback for the Washington Redskins broke his leg, and Dexter asked himself, "What happens to me if I break my leg?" He did something that people who can't read and write rarely do. He called a Washington school and said, "I need help." They tested him. He read at the second grade level. This is someone who'd been through grade school, high school, and four years at Oklahoma State University. This says something about our college athletic programs. They also discovered that he had a learning disability. All those years in school nobody ever tested him to discover whether he had a learning disability. When he testified before us (some of you may have seen it on television, he was very nervous), he was reading at the ninth grade level and was studying Japanese. I wish this story

could end then. Before they discovered his problem, Dexter Manley got on drugs, and he's been kicked out of the National Football League. But I can't help but believe that if Dexter Manley's problem had been found earlier, Dexter Manley would never have gotten into drugs. He called me, incidentally, about two or three weeks ago and said he's taking tests once a week to show that he's not on drugs.

We have to do better; 158 nations in the United Nations and we're 49 in our literacy rate. Can the richest nation in the world do better? Of course we can, if we really make it a priority.

He's going to apply in July for reinstatement to the National Football League and asked me to write a letter to the football commissioner and I have done that. I don't know what's going to happen, but I believe that Dexter Manley has a chance today that he didn't have back when he was making \$600,000. a year.

Anyway, as a result of all my involvement, I've been able to get what I would call band-aids, a little bit here, a little bit there. The Library Services and Construction Act was one of those band-aids, and when I say band-aid I don't mean that disrespectfully to all the good work that you've done. But you and I know that we're reaching just a small percentage through the programs that exist. We've got that, we've got the Vista Literacy Act, we've got the college work study program. We've got some other little things, we have a literacy program for homeless people. We've been able to do just a little bit here and there. But we have not had a comprehensive program.

We have to do better; 158 nations in the United Nations and we're 49 in our literacy rate. Can the richest nation in the world do better? Of course we can, if we really make it a priority. If we take it out of the closet and say, "Here we have a problem, let's face up to it."

What does my bill call for?

1)Coordination. Right at the cabinet level there should be a working together with the Department of Education, with the Department of Labor, with HHS and the others. It's very interesting that if, for example, the person who testifies before our committee, who most frequently mentions the problem of illiteracy, is not the Secretary of Education, and I don't mean

this disrespectfully, it's the Secretary of Labor because of all the problems that go with illiteracy in terms of unemployment. So we're not trying to have that there. We also want specific goals established, and we want this, incidentally, not only at the national level; we want it in each state. In the state of Illinois, in the state of Virginia, whatever state your from, you would have some specific goals as to what you're going to do. My aim is in a ten year period to virtually eliminate adult illiteracy in this nation. And we can do it. It's not going to be easy. A lot of you have been working on these problems. You know it sounds very easy to sit at a desk and say, "Let's solve these problems." But you're working with real people and real problems and all kinds of complications in their lives. But unless we have specific goals and start moving toward those goals, we're not going to do what we should be doing as a nation.

Next is to establish a national center for this whole problem under the Assistant Secretary of Education for Adult Education, where we would do, for example, research. For a problem as staggering as this is we have had very little research on how you most effectively reach people who cannot read and write; what kind of programs really work? what kind of literature should we have? And then

we also want in each state a state resource center to be of help to people. We put greater stress on basic skills in the field of adult education. We establish a workforce literacy endeavor where we try to build up partnerships with the private sector to work on this. One of the things that is exciting is to see the private sector much more interested in this whole problem. All of a sudden IBM, and Montgomery Ward, and a great many others are interested in the problem of illiteracy simply because they have a hard time getting people with basic skills to fill the jobs. I spoke yesterday with the New York Hospital Association in New York and one of the complaints (and I wasn't even talking about the subject of literacy) that came up was, "We're having a hard time getting people with just basic skills to fill the jobs that we have." It's all over our society and there is a growing awareness, and I think in part a growing awareness because we are facing a diminishing labor pool, and as that labor pool diminishes, and as at the same time the demand for skills rises, and that's going to continue to rise. After World War II the average worker in this nation needed fourth grade skills. The average worker today needs ninth grade skills and it's moving up, and it's going to continue to move up. We call for distributing inexpensive books, expansion of a college work study program, and en-

couraging volunteer efforts. The total additional amount over the FY 90 appropriations in this field would be about 225 million. That's a lot of money but it is about one sixtieth of one percent of the federal budget. Is it worth it? Of course it is. And incidentally, in the president's budget recommendations, he calls for basically a 51 million dollar increase in present programs. I guess the library literacy goes up to 8.4 million, not quite up to the 10 million that is authorized. Just in general there is expansion with the exception, and one I disagree with, where you would cut back the English literacy from 5.9 million to 1 million.

Frankly, I think have to expand that rather than cutting it back. Basically that's where we are. Let me open this up for three or four questions and then I'm going to have to head back to the United States Senate.

Q. Senator Simon, thank you for introducing the bill and including references to libraries. We were addressed yesterday by an official from the Department of Education who made a statement that concerned me considerably. I'd like to share it with you and ask that you do whatever possible. And that statement was very simply that public libraries are not educational institutions, and in fact are only support functions in the fight against adult illiteracy in this country. I would hope that whatever your bill does and

But if the place of the depository of books is not an educational institution, then nothing is an educational institution. I feel very strongly about that, and I think there are a great many people like me

our support in moving it forward will do something that says that public libraries and state libraries are very much a part of educational institutions, and that we carry very strong and effective roles at a variety of levels in fighting adult illiteracy in the state.

A. Well let me just say that whoever spoke to you had a different experience than I did. I always remember reading William Allen White's autobiography. He was a journalist from Kansas, and in the middle of his autobiography he said, "I got more out of the University of Kansas library than out of the University of Kansas classroom. And I read

that and I thought that was really true for me. In my case it probably doesn't say much about either the library or the classroom. Now I am in a position where, frankly, except for reference books, which I do get out of the library frequently, books I actually read I buy myself because I mark them up, something librarians don't like. But I like to mark them up and keep them so I know exactly where I can find a quote. But if the place of the depository of books is not an educational institution, then nothing is an educational institution. I feel very strongly about that, and I think there are a great many people like me. As a boy my family was on a very limited income. My father was a Lutheran minister. I've already told you we struggled through the depression years. We had very little money, but to be able to go to that library and get those books was just a thrill for me. And I wish I could tell you who the librarians were to write and thank them. I just don't remember the names of the librarians but I am grateful to those people who ran those libraries.

Pat Berger, President of ALA

Q. Since the beginning of the century libraries have been very much involved in the development of the program. Indeed, it was the public libraries in the large metropolitan areas in the northeastern part of the United States which enabled many im-

migrants who came to this country in the early 1800's to learn to read and write well and to function. I think that's the point all of us have to reinforce over and over again and remember our own heritage, what it is we have done and are capable of doing. That's not a question but I think it's an important statement.

A. It's a powerful sermon and I really agree. And let me just add if we get, for instance, 8.4 million dollars in Title VI, that's just a drop in the bucket for what needs to be done. I hope in your libraries, no matter if you get a penny of federal money or not, that you will do what you can. Historically, what you say is absolutely accurate. When you go back and read some of the biographies of people (I remember reading Jacob Reis. He was one of the reformers in New York City who came over from Denmark, and how important the library was to him.) That story is repeated over and over and over again.

Paul Kiley from California

Q. There is a small band-aid that could be applied to Job Training and Partnership Act, and that is that the word "library" is missing from the identification of all those organizations and agencies that have been perceived as applicants.....and are endowed with JPTA money. It might make sense to insert the word "library" into either the ena-

bling legislation or discuss with the administration what the regulations say in regard to similar understanding by the federal agencies. The Department of Labor Council also told me that libraries were also not educational agencies, and because of that they were not eligible to participate in receiving Job Training Partnership Act money either at the state level or at the federal level. So the work itself could occur as an amendment to the JTPA. That would probably be very forceful in allowing people to try to reach collaboration at the state and local level.

A. I think we can take up that suggestion. I have a bill to modify the JTPA Act right now. Formulas get awfully complicated and we're trying to get something that we can get a majority of the Senate voting for. It may be that we're not going to be able to get a bill passed until next year. But there's no reason we can't include that. Incidentally, the National Literacy act that I mentioned passed the senate interestingly by a 99 to nothing vote, which is a pretty powerful vote. It is going to be taken up in the House within the next couple of weeks, I believe. But nothing is written in stone, and even after the House passes it, we have to work out a conference between the House and the Senate. And suggestions that you may have as you look at the proposal we would welcome.

Beth Broadway of United Way

Q. One of the concerns that we're hearing is that some things will be traded off, one of which may be the National Center because the administration has a reputation for not supporting it, and I wonder if you could comment on that?

A. Yes. And I mean no disrespect to people here who are from the Department of Education, but the administration opposed my bill when it came out, but despite that opposition we got a 99 to nothing vote, which I would say is fairly decisive. I don't think there is any possibility we're going to drop that. I cannot believe the president is going to veto this bill. As a matter of fact I talked to the president a few months ago and I mentioned to him that I expected him to be lobbied at home. But I don't think you're going to see us dropping that; I think that's very essential.

Q. Just a follow-up question. How is your race coming in Illinois?

A. Now I really appreciate that question. Well I am targeted by the opposition party. He's going to spend more money to beat me than any other candidate in the nation. It's an honor I'd just as soon not have. But we are likely to have a pretty good contest before it is over.

Barbara Humes, Program Officer for L.S.C.A.

Q. In your bill you mention a literacy resource center. Is this the same center as in Title VIII, the Library Family Learning Center?

A. I guess my own feeling is we ought to keep this fairly loose. Now obviously we have to coordinate because we only have two centers. But I think we should not, in the statute, start defining all kinds of responsibilities and how you proceed. Let it give you some flexibility. And there obviously has to be some flexibility. But if I'm asked "What should that state resource center do?", I think that we ought to leave that to a great extent up to you. We should be encouraging creativity, not discouraging creativity. We ought to not just smother you with paperwork that you have to meet these 126 goals at your state center. I think that we can work that out and obviously there is going to have to be, because there are some federal resources there, some monitoring to make sure that you really are doing the constructive things. But I hope that we can keep this fairly fluid. Let me again thank you all for what you are doing. I am very grateful to you.

Discussion Session on LSCA Title VI with Federal Program Officers

Carol Cameron
Barbara Humes
U.S. Dept of Education
Title VI Program Officers

This session was reported based on notes taken during the meeting of Carol Cameron and Barbara Humes with their individual states.

Issues raised at this session were noted on a flipchart to use as the basis for resolutions which were brought back to the conference participants in the final session.

It was noted that in March (1990) President Bush signed the reauthorization of LSCA and the discretionary programs; this includes Title IV for the Native Americans and Hawaiian natives; Title V, the Foreign Language Materials Acquisition Program; Title VI, the Library Literacy Program; Title VII, an evaluation and assessment program; and Title VIII, the Library Learning Center Programs. It was noted that whenever legislation is passed by Congress, the Department of Education has regulations showing how to implement these programs. The only programs which are funded currently are Title IV, which is a set aside of the state formula program, and Title VI, the Library Literacy Program. They have changes that were mainly technical and staff are in the process of doing

technical minutes right now. They will work on proposed regulations later in the fall. State consultants are urged to keep an eye out for those regulations and take an opportunity to comment on their implementation. At this point, suggestions were solicited about what state consultants think should be put into those regulations. Carol Cameron requested that people write to her and those suggestions will be reviewed, especially on the new Titles. It was noted that program staff will probably have as many questions as the states.

Q. "Carol, how will those regulations be disseminated?"

Carol stated that they are published in the Federal Register and there is no schedule at present. The technical amendments will implement the law for Title VI.

Q. "But there's no concern about getting it to federal program officers at the state level?"

Carol said that when they get to that point they will send it out to at least three of the state libraries and probably get ideas from other groups.

Q. "Would you explain more about how Title VII works?"

Carol stated that for Title VI, the Library Literacy Program, the authorization level increases to 10 million dollars. These programs are authorized through 1994. The authorization level offsets the maximum amount at which Congress can fund the program. Ten million is the new authorization level for library literacy. It increases the maximum grant amount to \$35,000 from \$25,000. The other change which would also apply to Title V, the foreign language program, is it gives the opportunity for all state libraries to comment on applications submitted under Title VI. They have always encouraged applicants to consult with the state libraries on whether or not their applications are consistent with their state's long-range programs. Now this makes it more formal so that states now have that opportunity. It always places the state libraries in a funny position in that they are helping people against whom they can also be competing. Congress thought because of that situation, states should not see the applications until after the deadline. She acknowledged that many states have been

helping public libraries all along and the DOE wants that to continue. They are going to have instructions for applicants to submit an application to the state library at the same time that they submit the application to the DOE. In this way, state libraries can all comment. The comments are limited to how the proposal fits in with the state's Long-Range Programs for Titles I, II, and III. However, comments are not on the merits of the application, rather just how well it fits with a state's long-range programs.

Q. Are you going to continue with the same schedule that you had?

Carol said that they are trying to go along with the technical amendments because that allows them to stick with the same general schedule. They will try to announce all the deadlines around the time of ALA. Normally they send application packages out in September and have a deadline in November. It takes forever before people hear back.

Q. "How do you notify your applicants?"

The only real requirement is to publish it in the Federal Register, but it is sent out as an announcement to all State libraries, LSCA coordinators, state literacy contacts, literacy organizations on the mailing list as well as to the previous years'

applicants. They try to disseminate it as widely as possible."

Q. "I would suggest in the instructions where copies have to be submitted to clearinghouses that all those kinds of instructions be together."

DOE has no control over that part of the application package. Carol acknowledged that the process sometimes gets very confusing. The part about having the state libraries comment on applications does not supersede the requirement to also send it to the state clearinghouses. So applicants will have to send proposals to both places.

Q. "Just a comment. When we get the notice in our state, we send a notice to every public library to let them know. In that way if it gets stuck on somebody's desk, the information would be out."

Carol remarked that they appreciate when state library agencies notify public libraries. She also commented that some people have been notified unofficially about the grant awards. The official grant award documents have not yet gone out. Some people have received phone calls but not everybody. The grants office handles that for Dept. of Education and they are halfway through. It was considered too early if states had not heard to jump to any conclusions. Staff always try to

get everything done by the end of May and make an announcement by the end of June. So far, they cannot make any announcement of who received the awards until the last grant award document is signed. DOE staff must wait five days to notify Congress because many of them like to make their unofficial announcement. It gets very frustrating for projects and for staff because they cannot give any information until all of that is complete. Last year it took until September because Congress passed a drug-free form which had to be signed.

It was observed that those are the only two changes for the literacy program. The application package will be essentially the same. There is no change in the selection process at this point, and activities will remain the same. There are two areas in the second round of regulations in which staff will do a more substantive review. But they wanted to just implement these two new procedures right away and not hold up the next grant cycle.

The Title VII, Evaluation and Assessment is another direct grant program that the Department of Education can fund through grants or contracts. It has been authorized at about \$500,000. This is something that could be used to evaluate or assess LSCA programs.

Q. "Who gets the money from Title VII?"

Carol commented that they do not know. If it were a contract program, the DOE would have to decide for each contract. It would probably be open to all types of organizations. If someone were to conduct an evaluation, it might not necessarily be done by a library. It might vary. This is something obviously that the DOE office will really have to talk about and if people have concerns they should write.

Q. "Let me get this straight because I'm not clear on this. You mean for example if a state library agency or any public library out there wanted to do an assessment, I guess I'm not understanding what the money is for. Is it to evaluate local programs or to get someone to come in to look at what the needs are and how best to serve?"

A. Title VII can cover all of that. The program is for evaluation and assessment of programs authorized under this act, meaning LSCA. The DOE is very concerned that there is no mechanism right now to do an evaluation of LSCA I, LSCA Title VI, or any federal programs. The Department would like to see that done.

Q. "Is it money for you?" (The U.S. Dept. of Education)

A. Under contracts it could be used that way. DOE could direct an evaluation of the program. DOE may choose to do a grant program but they do not know yet. A grant program means one would apply, present ideas etc. whereas in a contract the Department of Education states what is to be done. Organizations respond by telling how they would carry out an activity. At present DOE would probably go with contracts because there is concern that there has been no evaluation of LSCA. The last evaluation was 1978 of Titles I, II, and III, and Title VI is now entering its fifth year and there has been no formal evaluation. This may be a first priority. DOE does have the authority to do grants. If in the future years they saw another need, they could run a grant program.

Q. "How does this evaluation differ from the evaluation of Title VI?"

A. She answered that it would be the whole Title I instead of individual projects.

A question was raised about Title VII. Carol Cameron mentioned that the program had not been funded at the present time. It would be new next year. Dept. of Education staff do not know. Congress has not given any indication of their appropriations. It may well be that the money will not be available. For Title VIII, it's the same situation. It was

authorized at six million dollars, but again Congress has to appropriate the money. In both Titles VII and VIII there is a restriction that these new titles cannot be funded unless Titles I, II, and III are funded at the preceding fiscal year plus a 4 percent increase. Carol explained that if Congress doesn't fund those three titles at a certain level then Title VII and Title VIII could not be funded. Title VIII has two parts. Part A is for family learning centers. Part B for library literacy centers. Part A is for local public libraries and those grants cannot exceed \$200,000. There is a restriction on the use of funds that not less than 25 percent shall go for the acquisition of resources and materials and not less than 10 percent shall go for acquisition or leasing of computer hardware and computer software. That is 35% of the money which people are told how to use.

It was noted that Title VIII will be a competitive program with all kinds of guidelines in the law on what the application will have to address. The libraries have to be open on weekday evenings, Saturdays, some Sundays, and legal holidays. The library has to demonstrate it has sufficient and qualified staff with specialized training in providing library services to children, adolescents, and adults. An advisory committee has to be formed. They will have to establish a family

library loan program, provide a job and career information program, publicize and promote the program and provide assurances that the funds are used to supplement, not supplant funds that would otherwise be used for these purposes.

Under Title VI, the Dept. of Education does fund family literacy projects but insists that an adult illiterate or a functionally illiterate adult is included since Title VI targets adult illiteracy. But in Title VIII, Part A, it's more generally family literacy: adolescent parents, single parent families, families in which both parents are employed outside the home, limited English proficient families. It is a very broad interpretation of family literacy.

Part B of this program is for library literacy centers. The State Libraries would be eligible to apply for these grants. This program would set up model library literacy centers to serve as resource centers for the dissemination of literacy materials and equipment to public libraries. It would help adults in everything related to literacy and suggest innovative approaches. It would be a competitive program for the state libraries to apply to the Department of Education. A state would need an approved basic state plan. It was observed that a grant would not be possible without an approved basic state plan.

The Title VIII projects could be three year grants. The first year funding for the grant cannot exceed \$350,000, and the second and third years cannot exceed \$100,000.

Q. "When do you anticipate VII and VIII to be funded, or do you?"

Carol remarked that she really did not know. The Dept. of Education does not know any of the funding levels for any of the programs. The administration put forth its request for over 8 million dollars for Title VI, but Congress could go up to 10 million dollars if they wanted to. Normally the staff get some of their remarks in June or July from the Senate.

She stated very generally that there could be one literacy center in each state and states could decide if it would be at the state library or it could be open to competition and a local library could serve as that center in the state. An advisory panel could be set up and a committee could make the decision about whether it would be the state library or a local library. There are all kind of rules as to how one would compete in that program.

The program officers wanted to talk about the future legislation on library literacy and to keep in mind the upcoming White House conference. What kind of resolutions do state consultants want to make? Barbara

Humes and Carol came up with a couple of issues for discussion in order to get people's views.

The first issue is if the Literacy Titles should be a discretionary grant program or should it be something run as a state formula program?

Another issue would be a view on the size of the grants.

Should there be a limit? A related question was should there be a limit or should there be a two-tiered level? For example, should there be a smaller grant amount for certain types of libraries, for certain types of projects, and a larger grant amount for other things?

Should projects be funded for longer than twelve months?

Should need be a criterion?

Right now need is **not** part of the selection criteria. Should projects be evaluated on need?

What about a geographic balance? Right now projects are funded in priority order, rank order, as recommended by the panel. So far, they have received a good distribution across the United States, but it was questioned if the Department should look at something else? The final question for the group was what are the concerns about how can the Dept. of Education evaluate this program, not the projects, but the program?

Carol recounted a history of the program. It started in 1986 as a discretionary grant program. She remarked that states can fund literacy under Title I at

the same time, but Title VI was to give added emphasis to literacy. She asked if states would like to continue as a competitive grant program? She remarked that people should not worry, she did not have any problems either way. She asked if this was something that people felt should be returned as a state formula program or maintained as a discretionary grant program?

Audience: "I think perhaps it should stay as it is because it allows public libraries direct access to funds without going through layers and as a state agency person, I have recognized that we may not agree with that but I think it does give direct access to funds."

Audience: "It should be operated by the state libraries because we lose track of what the public libraries are applying for and there's no coordination at the state level."

Carol asked if they would like to see it as a formula grant program?

Audience: "Yes."

Carol stated that if the program were run through the state library agency, how would they continue to ensure that money was used for literacy?

Someone stated that it should be mandated. For example, it could be mandated as a percent-

age of Title I. A comment was made that in Texas, they took Title I money and gave it to each of the library systems in a mandated budget.

Audience: "Well if you give it back to the states are you suggesting every state would be eligible for a certain sum of money, or do the states have to apply against each other?"

Carol remarked, that she didn't know. She wondered what the other states thought. Would it become part of the state formula, now done under Title I?

Audience: "Carol, you said you don't really seek geographic distributions. You get good geographic distribution just by coincidence. How does the money fall out? I mean right now with the way Title VI is administered as being a direct application to the Department of Education, are you seeing the same pattern of distribution of those funds that you might see through a formula grant anyway?"

She commented that she thought so, although she had not done a comparison.

Audience: "A couple of things I think would be important, we spend a fair amount of Title I money on literacy and we have libraries that have Bell Atlantic grants so we're seeing all this money being spent on literacy, and yet at the state library level we're supposed to be tracking

the impact of all these dollars without having much control over the dollars that are going out. Having Title VI come through the state would be good because we would be able to track and in some way evaluate the impact of the dollars a little better than we are now. The other thing I hear from a lot of small libraries is that the federal application form is incredibly intimidating. They would much rather deal with ours, not to say that ours is not intimidating, but for the smaller libraries there's a lot less paperwork and it's a lot easier for them to get through. So I don't know if that would be important for other smaller libraries in those states as well."

Comment from Paul Kiley, "I'd like to point something out. A number of people have asked me about our California Library Services Act appropriation and how libraries in California apply. It seems to make sense that if people have application programs specifically targeted at adult literacy services, not as support services, but as managed and operating instructional service programs integrated into ongoing library services as we do, then you would want to look at our application forms. Why should someone have to answer the same question on page 5 of ours, page 27 of yours? I mean if they have microcomputers, that's wonderful. They can shift all the stuff around. But a lot of people still don't have

them. I mean just simplifying it to look at our application process. In terms of the content and the actual timing, Title VI is totally out of sync with our timing. "

Paul remarked that for four years he had made requests to see who had applied. He mentioned that technical assistance is provided from the state library which has the capacity to provide it. It would be great to know who had applied from his state, who was successful at applying, and to have a thumbnail sketch of what the project was about.

Carol responded that states could ask and they will be told which libraries were funded. However, they can't give everyone a thumbnail sketch because nobody gives them thumbnail sketches.

Someone remarked that under the new regulations, the state library will get a copy of the proposal and that will be much more than a thumbnail sketch.

Doretha Madden: Remarked she felt she was the only person voicing a concern here. It was observed that if her state voted to use the state formula, in New Jersey for example, they would have to prepare everything eight months ahead of time. Moreover, it would take away from the local public library's ability to interface directly with the U.S. Department of Education. State libraries have a role;

they have consultants and they can have workshops in order to assist libraries and walk them through. She said, "I don't know why we need control, to control what?"

Carol remarked that the US Dept of Education hears that public libraries like the flexibility. Title VI is pretty flexible on the literacy programs which they fund and sometimes they have appreciated that.

Doretha: "It's going to take a lot and we don't have enough staff to manage what we do.

Carol replied that if it remains a competitive grant program, the DOE needs to try to work more with the state libraries. With this reauthorization they've made a first step in making sure that the applications go through the state library.

Paul Kiley: "Are you going to pay us for that review? I really have to object. We have 81 public libraries and 50 new applicants and I know we had over 25 people apply for Title VI. I really have to object to asking us to now pass on review of Title VI."

Carol responded that states can choose not to comment.

Paul Kiley: "Well that's a message in itself. People are going

to say, "why bother state libraries?"

Carol observed that they are now required to give the states an opportunity to comment and these requirements have a process for the applicant to send a copy to the state. The state does not have to comment. That is not a requirement. States don't even have to look at them. USDE will set a deadline for when the states will comment. If they hear from state agencies that will be fine, and if they don't hear they will not call up and try to get a comment.

Audience: Someone said this was an excellent suggestion. A situation took place in Maryland where a county public library got an LSCA grant to set up a literacy program within the library. At the same time this process took place, a new librarian came into that library and decided to give the grant to a community college. They have received three years of LSCA Title VI funding in a row which has gone directly to the community college. Next year the program is going to fall apart. There was really no commitment in that community except in the original grant.

Carol agreed that this was a disadvantage. The cycle does not allow the USDE to know the results of the first year before the next cycle. She was unsure of how to get around that prob-

lem. If it remains as is, a competitive grant program, the program will need more work.

Paul Kiley: "I believe that \$25,000. sends a message that libraries are support services and not strength-evolving services. I was amazed that we had a team from the Department of Education come out to us and visit five of our programs. One of their remarks was that they realized that a strong public library literacy instruction program would cost \$80,000 to \$100,000 to wield each year. We were pretty amazed to discover when the Title VI regulations came out that the top money you could get was \$25,000 after they had just seen five strong programs with much more money. I think it's a statement of whether or not literacy is a support auxiliary to adult basic education or it is a collaborative effort of strength based on dollars provided."

Carol remarked that they hear both sides. \$25,000 is not enough for a comprehensive literacy program and in some places if you hire staff it's certainly not even going to pay salaries. So maybe larger grant amounts are needed. But they also hear the other side, and for some libraries where \$25,000 is their whole budget, this grant is enough. It was observed that libraries do not have to ask for \$25,000 or \$35,000. They gave one grant of \$1,000. So there is

a range. However, something to consider is whether or not there should be no limit on a grant, or if states would recommend two tiers, a smaller grant.

Carol: "Sometimes I think, 'How are we going to do this?' What would you do? I mean how would you split it? Just because it's a smaller library or in a remote area doesn't mean that the costs are less."

Audience: "I would like it to be open and competitive because that way when the axe falls, you're going to see the larger states and the larger libraries getting the most money. We've come into that problem in states".

Carol stated that if they funded projects at two tiers, one tier could be on a percentage. States might work that into a recommendation.

Doretha Madden: "Why don't you emphasize the language rather than making it two tiers because we've got more paper and you've got more kinds of proposals to develop. You can talk about utilizing it for the programs that you want to implement. That's the thing, not the cost. What is the program that you want to implement? If you begin to do that you've got more paperwork at both levels and you've only got two consultants now. "

Carol replied that she didn't know, but to put that aside if states recognize they are not in agreement on whether or not to move up. If there were two tiers, how would states manage that? How would they divide the money? On type of project, type of library?

Paul Kiley: "How does what you intend to do either enhance or add value to your ongoing effort or to start up and percolate? Those would be the large grants. For example, in the National Endowment for the Humanities, they give \$500 and \$1500 planning grants to people. They fill out a one page application to sort it out for a whole year to see whether or not they want to do it, and what they are really capable of doing. Then an establishment grant to kick you off or a third kind would be an enhancement grant to add value, an enhancement to your ongoing program, which you could not otherwise afford to do."

Carol said that they will look at this but in the past the recommendations have come from the field, not from the administration. So she thought that would be something that they would keep in mind if DOE had the opportunity to do anything. She suggested people consider the White House Conference resolutions.

She stated that they have done twelve month grant awards up to now. Now they are looking

into the possibility of doing longer term grants. Again, would this be something that USDE should do?

Audience: "Are you referring to Title VI?"

She responded this would be for Title VI or any type of literacy legislation. Would states want one-year grants? It could be done without new legislation. The USDE could fund for more than one year but a resolution from the group might be necessary.

Audience: "I would think that you'd have to reapply."

Carol observed that states would always have to reapply and report on their progress but it wouldn't be a new competition. She also wondered if three years is sufficient?

Audience: "By the time some funds reach the states you can't use it for staff after a period of time. Sometimes it takes a long time to find the right person. Your eligibility for using funds for staff may run out, so three years would give you more flexibility."

Paul Kiley: "Carol, could I ask a different kind of question because this conference is an expression of collaboration of three state libraries, whether or not this first step in collaboration could be done, for example, with regional

collaboration in a particular media area. Could they bring people together in western states, New England, and I understand they can do that the way they can do broadcast communications activities. Isn't that the understanding of Title VI to do that?"

Carol replied that there has always been that possibility. States could always submit a joint application as was done to host this conference with two or more eligible library systems. However states must submit a joint application with another library system. Each can get the grant amount. The total amount is \$100,000. Each participating library cannot receive more than \$25,000. It would not all go to one library to run the whole thing. They have to stay within that restriction. But it's like pulling together grants that would not mean anything individually. States could develop projects that way. The staff at USDE has tried to get that word out as they talk to people but they have been surprised. It's very difficult to put together. And even with this conference, in terms of the payment systems, administrative nightmares, not to mention trying to get the cooperation of two or more libraries and who's going to take the lead? It is just hard to put together, but it can certainly take place as long as the purpose falls within the guidelines of project activities. Along that line another thing people don't know is that there

is funding for more than one grant to do a different type of project. As long as a library (or state library) does a different project, they are eligible for more than one grant. For example, libraries could do an ESL project and a family literacy project, or they could have two basic literacy projects, one which serves one type of population and one which targets a different population, as long as they are distinct projects.

Returning to the subject of multi-year grants, Carol expressed concern about tying up all federal money and being unable to do new starts. They would like to recommend trying to get some type of cap on the percentage. Perhaps not more than 20 percent could be for continuation awards, or something like that.

Paul Kiley: "But it also would happen if you had a tier system like the NEH model. People could do the planning grants for little enough money and competently decide that there is no future for them and they just set it aside. The other thing is that if they do the planning grant you shouldn't actually consider a planning grant part of the cycle. Some people should be able to do three year projects, some people should absolutely do enhancements or added values. Other people should do establishments and other people should do planning grants. Because unlike three year projects,

a lot of people only want to find something out in one year."

Audience: One caution about using the NEH model. It takes three times longer to write the reports. I have had four grants. I'd like to recommend caution if we're looking at the NEH as a model. The evaluation is very time consuming. I agree the grants are fun to get and easy to administer but the evaluation is important.

It was observed that USDE staff hope to get continual feedback. Staff are open to looking at changes. Right now they are set with the legislation they have. But they would like to know what to look for in the future.

Doretha Madden: "Do you have the state library assist you in evaluating some of those continuation grants or would you have advisors take a look at them and make some decisions once you decide on the percentages?"

Carol remarked that at this point the program officers look over the proposals. As long as they're proceeding as agreed then everything is fine. That might be an idea to think about for another panel. She made a few other points: Right now there is no selection criteria which uses need of the program. Is need something which states want included? Again, if states could make a resolution to have need a part of the

proposal, the USDE could put it in the regulations. And what need is that? Is that the literacy need of the community? Is it the financial need of the community?

Carol remarked that some reviewers have expressed concern when they get a well-written application from someone who has used a professional grants writer. On the other hand, a smaller library may demonstrate a great need but they just don't know how to write a proposal.

Audience: We found that problem with our LSCA proposals. With the changing of staff and with new LSCA advisory council members, we on staff who have been there for a while know from the setting of the grant what the needs are. We added a category for in the beginning of the grant proposal. What we want libraries to include in there is background information to give us an idea and to show us credibility.

Audience: I'm not sure that too many libraries which applied have a certified librarian working with the project. It would seem to me that professional oversights can be very important. So what I'm suggesting is that one of the criteria be that the authorization for the application be signed by a certified librarian.

Cameron: They are anyway. But a concern of DOE is that these grants are not a pass through. That the library can apply for the money and a literacy group win the grant program money. We are trying to get with our reviewers to make sure the library is involved. We don't want to create a duplicate service that already exists, but we don't want it just to be passed through.

Kiley: Well I think you have to ask the question then, at least in a paragraph answer, what is your intention for the enduringness role of participation? What is the future of this project? We have said to people who applied for Title VI, think about what this means for your operating budget in the future before you begin doing this. You create expectations and try to fulfill needs and then you're going to have to drop it if you can't come through with the dollars.

Sybil Moses: We have often used need as a criteria because we were trying to give that extra edge to rural libraries and libraries that come from low-income areas that are not in a position to compete with the bigger systems. So for that reason, if that is your intent, it would be to your advantage to have need as one of your criteria.

Audience: As a past reviewer of some of the proposals that have come from the states, they stick out like a thumb when you have

that pass through. Having reviewed them year after year, you can look at a proposal and tell immediately whether it's a pass through and whether if the requirement is that it only comes from a library but it is a pass through.

Cameron: If it doesn't come from a library we don't send it to the reviewer, but there are times when it is from a library, but the project itself doesn't look like it has a lot of library involvement. We try to get them to give us more and more comments on it and if they don't, that is an area we can negotiate.

Audience: "I want to say that need for literacy instruction is very often in rural areas, in very poor neighborhoods, and you may have a one-person library or one librarian who sees the need, is willing to act, and collaborates with somebody and they pass it through. They don't do it because they can't do it. They pass it through to a formal literacy council. That doesn't make the library an educational institution, it makes it, unfortunately, a support institution. But what it does do is solidify the community around that library, and that is very valuable money both in literacy provision and in local support for the library." The ones which I deal with, passing through is appropriate.

Audience: "Proposals should say that."

Cameron: There is concern about the ones where the money just goes through the library and the library has no goal.

Audience: There are places in Texas where we can't get anybody hired. So we sub-contract.

Carol commented that in Title VI there is cooperation with other literacy providers. They don't want to duplicate services. They want to get everybody to work together. So if something already exists, the library does not have to create a new program. They do want the library involved in the project. She said she was specifically talking about **pass throughs**. This is about just handing the money over. Some programs do not even meet in a library sometimes.

Audience: "Carol, in those cases where the money is just passing through the library. I think it's still important for the library to remain visible. Gary said that in many places the library is used just as a meeting place. The library's name is not on the stationary. They are not given visibility. And he had an instance in California where they made the local agency redo their stationery and all their proposal materials so that we are up front.

Audience: "Is there any chance of having a percentage of the overall money used to hold conferences like this? That would be needed."

Cameron: She remarked that the Department of Education would support the idea.

"Libraries, Literacy and the Future"

Marilyn Gell Mason,
Director, Cleveland Public Library

Today I plan to raise some questions and make some observations in the following areas: 1) the problem of illiteracy; 2) what libraries can do to solve the problem; and 3) near term and long term goals.

First, the problem. Illiteracy is bad and getting worse. It afflicts every part of our society. I do not plan today to document the dimensions of the problem because that has already been done. It is a problem with which you are all painfully familiar. So let us begin by simply agreeing that the problem exists. Moreover, the solution to the problem must be a shared responsibility. The problem is of such a magnitude that no single institution can solve it alone. Universal literacy is a universal responsibility. Individuals and institutions must work together, and these working relationships are likely to vary from community to community, depending on conditions and circumstances.

Still, even as we struggle to achieve it, literacy alone is insufficient. I guess I'm troubled by the notion that if we achieve literacy we've achieved enough. I realize that that's the first step,

but I think it's also important for us to remember that it's only the first step on a long staircase. We live in a country that someone recently described to me as exceedingly stupid. No more than five of our congressmen can name five countries in Africa. We live in a country where many of our school children can not locate their states on a map of the United States. And, our former President went to South America and toasted the wrong country. I sometimes fear that I will wake up one morning to find that Vanna White has been elected President. Literacy is something we should strive for, but I hope we don't stop there. Libraries never have stopped there and I don't expect that we will now.

So, what can libraries do? Well, we can't do everything. I know that's an unpopular notion because we like to think of ourselves as somehow able to address all the important issues. But libraries simply can not singlehandedly make up for the deficiencies of our public school system. Let me give you an example. In Cleveland the Public Library has an annual operating budget of \$30 mil-

lion. We can and do do a lot. The public school system has an annual operating budget of \$430 million at its disposal. We can't with what we've got make up for the deficiencies of an institution funded at roughly 15 times the library's level of support. Until we are funded at that level, and probably even then, we should not try to emulate the public school system.

What libraries can do is to build on past patterns of success. Instead of adopting a classroom approach to literacy training, libraries can build on the base of individual learning.

Libraries, after all, are learning institutions, not teaching institutions. People come to libraries for individual attention, to pursue personalized goals. From that perspective libraries know a lot about literacy training. In fact, I believe that libraries have spearheaded literacy training as we now think of it for the past hundred years in this country. Many of our efforts go unrecognized because we haven't called what we do literacy training. We've called it reader's advisory service. We've called it summer reading programs. We've called it just plain good

librarianship. I'd like to give you a few examples.

Many of our efforts go unrecognized because we haven't called what we do literacy training. We've called it reader's advisory service. We've called it summer reading programs. We've called it just plain good librarianship.

Latchkey children. We did not know in Cleveland that serving latchkey children was a problem until I got a call last year from the New York Times asking me how we were handling it. I said I did not consider it a problem. We believe that libraries are suppose to help children with homework after school and assist them in finding something interesting to read. We think that it is the mission of the library to be one of the resources available to children. We choose to define it as our job.

There are other examples of services I consider literacy training that we do not normally define as such. I remember when I was working on a bookmobile in San Antonio and a teenager came in with his friends one day. I overheard him say, "Talk to her, she knows all the good books." Was that literacy training? Probably. I remember working in Dallas and having children come in to a branch. In one instance an individual youngster's reading level improved three grades in about six weeks simply because we gave him books he thought were fun to read. Was that literacy training? Would he have dropped out of school without the library? You decide.

I remember a young girl coming into the library with her mother. The mother spoke no English, only French, German, and Spanish. The daughter wanted a book that would enable her mother to learn to speak English. Was that literacy training?

Not too long ago I was seated at the side of a distinguished gentleman in Cleveland. This man is the owner of one of the largest corporations in the city. During the dinner he turned to me and said, "You know, I couldn't speak English when I came to this country." He was an eastern European immigrant. He said, "My family couldn't speak English either. We learned it all at the library. I

will always support the library for this reason."

And my final story is of an opera singer from a very poor family in little Italy in Cleveland who told me, "Oh yes, the library is wonderful. I used to come down every day after school and get opera scores, and I would listen to the records, and read the opera scores, and later I sang opera. I could never have done that without the library."

Wonderful testimonies, and I am sure each of you in this room could tell more such tales, stories of lives changed by the library. The question is what does it have to do with literacy. Is this service, this training the basis of literacy? I believe that it is. I believe that we have been doing the job for a very long time, we have just called it something else. We have called it library service. It is a platform from which we can build.

But we haven't stopped with traditional services. There are other things, controversial things, that libraries do. We have comic books in the branches in Cleveland. We do not care what they read as long as the start reading. And videos, let me tell you what we've discovered about videos. When we put videos in branches our circulation of children's books went up 25%. Do you know why? Because the parents were coming in more often and they brought

their children with them. So videos in a very strange and tangled fashion, the presence of them in our branches, have helped in literacy training. Other services. We provide meeting rooms for tutors; I think most libraries do that these days. It's part of the cooperation I mentioned earlier.

There are some things libraries might do different. Let's talk about measurement. I believe that the way we measure service distorts our goal. Circulation is a good example of this distortion. Several years ago I conducted a study of branch library service in the Atlanta-Fulton Public Library. We made an amazing discovery. The ratio of walk-in use to the circulation of material varied considerably in different parts of the service area. In the suburban areas the ratio was four to one. That is there were four books circulated for each person coming into the branch. In those branches closer to the central city the ratio was two to one. In the poor inner-city neighborhoods the ratio was one to one, and in some cases there were more people coming into the branch than there were materials circulated. Surprised at the finding, we wanted to know the cause. We discovered that in poor neighborhoods children were prohibited from bringing books home. Their parents could not afford to be responsible for replacing them if they were lost or damaged. What does this tell us? It's a

simple message. Different people use libraries in different ways, but allocating resources on the basis of circulation alone discriminates against the poor, and makes meaningful literacy training impossible.

The most important resource we allocate is the branch library itself. In Cleveland we have a branch library within walking distance of every resident. We are told that we have far too many branches. But the users of our branch libraries are overwhelmingly poor. Two thirds of the people who live in Cleveland have no access to automobile transportation. Children who use our libraries after school walk there. I wonder, do you think there is a relationship between the decline in literacy and the decline in public library funding? I bring this up here, now, to those of you representing state library agencies, because you are in the business of evaluating performance and setting library development goals on a statewide basis. Is the public good always better served by developing new programs? Is it possible that in some instances basic library service, readily available, would be more effective? There are obviously no easy answers to these questions. As usual the right answer is, it depends. Community needs vary and balance must be achieved.

In Cleveland we're developing a new approach to literacy train-

ing that fits in with our community. It wouldn't necessarily fit in with other communities. We have a very active literacy group in Cleveland, the Cleveland Literacy Coalition, and it involves lots and lots of groups working together. I serve on the executive board. We provide space for tutoring in our branch libraries. But there are some groups whose needs are not being met. Recently I met with our branch librarians to discuss new roles for the library. We wanted to design a project that would make a real contribution. We wanted to build on our strengths, our experiences. They told me that they felt we could make the greatest contribution among children. The program was put together, and we are trying to get funded, we call it a dropout prevention program. It is geared to helping children in the third grade to fifth or sixth grade. Studies have shown repeatedly that it is at this age that children go from reading words to reading meaning. If the transition is made children are very likely to stay in school. If it is not they are very likely to drop out, or at least to drop behind.

Our librarians have observed that even though there are never enough tutors for adult illiterates, and the problem is massive and growing, there are a lot of groups working on that in Cleveland, and we support their efforts. But no one is really addressing the issue of the

child who is failed by the school. Libraries know a lot about working with these groups, these children. Among other things we discovered a few years ago that if we work with the Cleveland Indians baseball team to advertise our summer reading program that suddenly we can attract boys to the program. This is information we can work with and build on.

The program we are putting together will use computer assisted literacy training programs in several of our branches. This will build on our experience with children, the idea that the library is a learning institution with specific attention given to the needs of the individual, and it exploits the "play" aspect of the technology. We use computer work stations for almost everything else in the world. Cleveland is very sophisticated in its use of technology and we see no reason why we shouldn't extend that to use by people learning to read at any level.

Several years ago, when I was still in Atlanta, the Library sponsored a similar project. The branch head of a library in one of the poorest neighborhoods persuaded me to install computer learning stations as an experiment. The response was overwhelming. Every day after school the branch was flooded. We circulated almost no books out of that branch but the use and contribution to the com-

munity was astonishing. Children came in to use the computers. They brought their friends. While some children waited their turn on the computers they looked at books. They learned to read. Of course, the credit for the success of the project goes more to the branch librarian than to the equipment. It was she who recognized an opportunity and made it work.

Some final comments in this final speech. New projects, yes, we need to try new things. But we need to support basic library services first. We need to build on the things we do well, the things that we can be successful at, and we've been successful at a lot of things. I'd urge you to resist the temptation to support the latest fad while neglecting the tried and true. I find that the older I get, the more I sound like my mother. I don't know if any of you have that problem. But I remember the sixties, and I remember social responsibility, and I remember outreach and the notion that we should stick small caches of books in every storefront and church basement. And we did, didn't we? We were nothing if not socially responsible. I see some of you are smiling, you must remember it too. The question now is, was that really good library service? It's interesting. I have people say to me now, "Well, yes, but what kind of outreach do you have?" And I say that we have a branch, a full-fledged, fully stocked,

professionally staffed branch where children can come after school, and their parents can come after work, within walking distance of every Cleveland resident, and that's our outreach. And these are what we need to do is concentrate on getting those branches where they need to be.

Well, our challenge is formidable. We want to work toward a nation so beautifully described by Senator Simon, a nation that is literate. Beyond that I would hope for a nation that is knowledgeable, and even wise. In the final analysis I believe that almost everything we do in libraries contributes to literacy.

Don't let me mislead you; I'm not suggesting that this is the pattern in all cities and in all circumstances. It certainly is not. I think it is an appropriate pat-

term for poor inner city residents. I think it is an appropriate pattern for poor inner city residents. I think it is not appropriate for suburban residents, most of whom have access to automobile transportation and few of whom are illiterate. But I believe that the first line of defense in our war against illiteracy is the branch library. If it doesn't exist there is simply nothing you can do to improve the service.

Well, our challenge is formidable. We want to work toward a nation so beautifully described by Senator Simon, a nation that is literate. Beyond that I would hope for a nation that is knowledgeable, and even wise. In the final analysis I believe that almost everything we do in libraries contributes to literacy. I think bringing good books to children is literacy training. I think helping people read music and realize their dreams is literacy. I think much of what we do is literacy training. I believe we should continue to try new programs. You will encourage them. We will apply for the money. We will work together. I urge you, when you go back, to work with public libraries in your states, and I'm sure you will, to develop programs and approaches that can be implemented. But please do not forget that our first priority must be adequate funding for basic library services. It is within the context of strength

that new initiatives are most likely to succeed.

Resolutions Developed by Participants at the State Library Literacy Forum-May 1990

- ☐ To raise and enhance the visibility /value of the library's role as a provider of adult literacy instruction by incorporating the concept of the library as an educational agency into new and existing legislation because such action acknowledges an historical mission to provide lifelong learning opportunities to every member of the community.
- ☐ To develop strategies for stable public/private sector funding for literacy programs in collaboration with community groups and businesses and with local, regional, state and national decision makers.
- ☐ To integrate adult and family literacy services as an accepted part of basic library services by incorporating this role into the Public Library Association's planning document.
- ☐ To encourage state library agencies to become partners with new and existing literacy initiatives especially in the area of community needs assessments, instruction, evaluation and funding.
- ☐ To encourage the U.S. Department of Education and COSLA to coordinate improved research, evaluation, and dissemination of library literacy projects.
- ☐ To redirect and appropriate U.S. Department of Education funding resources and the administrative responsibility for LSCA Titles VI and VIII to state library agencies.
- ☐ To disseminate information on successful library literacy programs which focus on family, workforce, technology-assisted and rural literacy incorporating both basic reading and English as Second Language.

STRENGTHENING THE LITERACY NETWORK
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May 1990

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